
SAN DIEGO COMMUNITY PROFILE FINAL REPORT

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SYSTEM DEVELOPMENT CORPORATION

PoliceFoundation

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PREFACE

In early 1975, the San Diego Police Department announced it would adopt Community-oriented Policing on a citywide basis by the summer. This decision marked a major shift toward what the department sees as more knowledgeable, practical use of patrol time. Community-oriented Policing provides a more useful police strategy than traditional routine preventive patrol because it is designed to hold individual officers accountable for delivering services related to the expressed need of the community.

The decision to undertake this fundamental reform in style and content of policing stemmed from the department's experience with an experiment which was sponsored by the Police Foundation and called the Community Profile Development Project. This document is the report of the evaluation of that project.

Evaluation reports, while objective and factual, do not always convey the full sense of what was attempted, what was risked and what, in consequence, organizations chose to do. In the second section of this report, the reader will find the police department's summary of what it attempted, how it went about it, and the department's sense of what it experienced. The third section is the department's announcement of its decision to shift to Community-oriented Policing and the specific changes that would be required and brought about by it.

Due caution, available resources, time and operational circumstances held the experiment to a pilot model. In the evaluation, measurement and assessment of the process of adopting substantial change were emphasized more than the eventual external impact of this new approach. To augment the external measurements used in the experiment, it was necessary to make somewhat more use of self-reporting techniques than would be desired in the absence of constraints. Nevertheless, substantial amounts of applicable data were obtained and analyzed by a System Development Corporation evaluation team under the direction of John Boydston.

Acknowledgment is due to the Police Foundation Evaluation Advisory Group for their thoughtful assistance in both improving the original design and in furthering the analysis of the results. Professors Francine Rabinovitz, Department of Political Science, University of California at Los Angeles; Albert J. Reiss, Jr., Department of Sociology, Yale University; Lee Sechrest, Department of Psychology, Florida State University; and Hans Zeisel, The Law School, University of Chicago, comprise the group.

The authors of this final evaluation report conclude that their independent measurements and analyses of the available evidence confirm the department's assessment of its experience. The department is taking newly developed knowledge and acting on it decisively to benefit further the community it serves. The San Diego Police Department is among those taking the lead in making more productive use of its officers than continuing to rely on such strategies as routine preventive patrol.

Patrick V. Murphy
President
Police Foundation

FOREWORD

Within municipal police agencies, the patrol function, accounting for the bulk of the police contacts with the public and the lion's share of the department's budget, is the most critical in terms of the effectiveness of the department. The development of patrol strategies has tended to be evolutionary, changing only belatedly in response to new demands from citizens or policy makers. Most patrol systems are self-perpetuating and reactionary in nature; in the name of efficiency they rely on *band-aid* approaches to problem-solving in the community and tend to lose track of their goals, substituting means for ends to the point where they are unable to show precisely what it is they are being efficient about—the tail ends up wagging the dog. Few agencies have developed the organizational support—based on a clear conception of the complexity of the patrol role and a commitment to organizational innovation and constructive change—necessary to instill in patrol officers the level of community knowledge and involvement which is a prerequisite to a reasoned and responsive patrol practice.

It is to these concerns that the Community Profile Development Project (CPDP) was addressed. A multidimensional experiment in patrol innovation, the CPDP was conducted and evaluated for a period of one year, ending in October 1974. The community profiling concept provided a method and a perspective to guide patrol officers' exercise of discretion, and encouraged the development of innovative officer-initiated strategies based on the officers' growing area knowledge and critical self-evaluation of the effects of their police work in the community. Like recent experiments in team policing, the CPDP stressed the importance of community involvement, the need to link patrol practices to specific beat conditions, and the *generalist* rather than the *specialist* aspects of patrol roles. Unlike some team conceptions, this approach focused on the beat officer's *personal* responsibility for his patrol work. In any case, at a time when some agencies are officially recognizing the changing role of the police and seriously questioning traditional police techniques and practices—when, for example, studies indicate that random preventive patrol is of little value in crime deterrence—the CPDP suggests a concrete and challenging alternative.

The CPDP experiment has provided the impetus toward the current implementation of policies and programs in San Diego designed to create an integrated approach to police patrol based on these principles. As such, it illustrates the close link that can exist between research and policy-making, between testing an idea and putting it into practice. We are convinced that with sound planning, imagination, and the will to carry this work forward, community profiling can become a vital reality in San Diego, and an alternative model for street policing in urban communities.

We are grateful to the Police Foundation for providing the funds which made the project possible, and specifically for the support given us throughout by Foundation representatives Joseph H. Lewis, Richard A. Staufenberger, and Robert Wasserman. John E. Boydston and Michael E. Sherry of System Development Corporation, a firm retained to conduct an independent evaluation of the CPDP, were primarily responsible for carrying out an empirical test of the community profile concept; their objectivity and knowledgeable assistance during the course of the project is genuinely appreciated.

We are very much indebted to the following consultants who conducted the intensive seminars which comprised the CPDP Training Program, and who made valuable contributions to project design and development: Egon Bittner, Department of Sociology, Brandeis University; Lee Grissom, San Diego Chamber of Commerce; Nicos Mouratides, Department of Sociology, San Diego State University; Ruth L. Rushen, Los Angeles County Probation Department; Lawrence N. Solomon, National University; and the firm of Approach Associates, Oakland, California.

The CPDP would not have been possible without the collective efforts of an extraordinarily dedicated

project staff. Lieutenant Norm Stamper, currently Director of the Police Academy in San Diego, deserves principal credit for conceiving the *community profile* idea and for developing the concept into an imaginative experiment in patrol innovation; in his capacity as Project Coordinator, Lieutenant Stamper provided indispensable direction and leadership during all phases of the CPDP. Rubén G. Rumbaut, Department of Sociology, San Diego State University, and currently a Research Associate in our department, worked tirelessly throughout the project; his insight and understanding of the organizational and community context of police patrol work was basic to the conceptualization of the CPDP and its implications for organizational change. We are indebted also to Research Assistants Paul Crook and Jane W. Brewer who, as members of the project staff, contributed significantly to the implementation and evaluation of the CPDP. Finally and most importantly, we wish to acknowledge the San Diego patrol officers and supervisors who *were* the project and defined it in practice; their diligence and commitment account for whatever measure of success the CPDP achieved.

William B. Kolender
Acting Chief of Police
San Diego, California

AUTHORS' NOTE

This final report presents the background, evaluation methodology, and assessment of project impact for the San Diego Police Department Community Profile Project, a broad-based experiment in patrol innovation. The project was sponsored by the Police Foundation and carried out in the Northern Division of the San Diego Police Department between November 1973 and September 1974. Preparation of this report, conduct of the evaluation, and interpretation of the findings presented herein were the responsibility of System Development Corporation and were performed under contract to the Police Foundation.

The System Development Corporation report is organized in the following manner. Chapter I provides a brief historical perspective, statement of project goals and objectives, and a description of project elements. Chapter II is a detailed statement of the research and analysis strategy for evaluating the project. Also included are the results of the baseline data collection activities and a discussion of the evaluation process during the project field phase. Chapter III presents the detailed assessment of impact measures. Back-up data and data collection instruments are contained in Appendices A through E.

Evaluation Director
Principal Investigator

John E. Boydston
Michael E. Sherry

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EXECUTIVE SUMMARY

GENERAL BACKGROUND

Municipal police agencies are typically characterized by strong adherence to peer group standards for the conduct of individual officers. Attempts to modify officer behavior by externally imposing new role definitions on the existing group structure frequently result in the creation of silent conflicts between police theorists and the "street practitioners." Too often the result is a brief period of apparent conformity to the new way of policing with steadily growing peer pressures to return to the old ways. As the imposed changes are shown to be ineffective, often due to the lack of street support, the street practitioners force their feeling that traditional approaches are best.

Early in 1972 the San Diego Police Department (SDPD) adopted a new goal statement which reflected, in context of James Q. Wilson's three styles of policing (Watchman, Legalistic, and Service), a shift from a legalistic style of policing toward a strong community service orientation. In September 1974, in a statement presented at the 81st Conference of the International Association of Chiefs of Police, San Diego Police Chief R. L. Hoobler addressed himself to the inconsistencies and futility of seeking to achieve better delivery of police services to the community within the traditional police patrol model. He noted that "the traditional police personnel structure and our inability to define, measure and evaluate patrol performance, often creates the necessity of illogical and irrational use of police manpower resources." The Chief recounted that recent experimentation in patrol operations, e.g., Team Policing, Basic Car Plan, etc., had achieved notable success in functionally modifying the operation of patrol. The greatest weakness he perceived was that "too often the operation was changed but the officer's self-image of his role was not . . . When not performing a precisely defined new task, officers generally revert back to traditional patrol methods."

As an answer to these problems, the SDPD had formulated the Community Profile Project, as a broad-based experiment in patrol innovation. Grant funds were obtained from the Police Foundation and the project was established on July 1, 1973 and completed in September 1974.¹

The conceptual framework for the SDPD's Community Profile Approach was presented as an attempt to improve police patrol practice by (1) increasing the individual patrol officer's awareness and understanding of the community the officer services, and (2) making officer response to area problems more effective through the development of new officer-initiated patrol strategies.

From an experimental standpoint the Community Profile Project was conceived as a vehicle for: (1) evaluating the effectiveness of special training, supervision, and a different patrol philosophy as catalysts for changing patrol officers' attitudes and practices; (2) testing the acceptability of a community service orientation to a police department and patrol force schooled in traditional law enforcement techniques and strategies; and (3) testing the internal effectiveness and appropriateness of alternative operational policies and organizational changes. *The project was not conceived as a vehicle for testing the effectiveness of the Community Profile Approach from a crime-deterrence standpoint although the department believed that crime control would ultimately benefit from city-wide application of the new approach.*

THE EVALUATION PROGRAM

The SDPD's grant application called for 24 patrol officers (Experimental Officers) and three patrol supervisors (Experimental Sergeants) to be randomly selected, to undergo special training and guidance, and to utilize the Community Profile Approach to patrol work in responding to calls-for-service and in conducting self-initiated patrol activities.

At the request of the Police Foundation, System Development Corporation (SDC) began preliminary discussions in May 1973 with the SDPD regarding an independent evaluation of the proposed Community Profile Experiment. SDC submitted a tentative evaluation design proposal to the Police Foundation on July 9, and received approval on July 20 to begin the Phase I evaluation planning and baseline data collection. A detailed discussion of the random selection of Experimental Officers and beats, data collection instruments, and collection of baseline data is contained in Chapter II.

The SDC evaluation design provided for two groups of patrol officers to spend ten months working alternating shift schedules on the same set of patrol beats, facing the same problems but with different perspectives on how to deal with the problems.

The first or Experimental Group of officers was exposed to special training and supervision and was expected to deal with beat problems in a manner consistent with the Community Profile Approach, while the second or Control Group maintained its more traditional police approach to patrol practice.

The evaluation measures selected were intended to assess the specific impacts that the Community Profile Approach had on the attitudes and behaviors of Experimental Officers, and the general impact this approach had on the delivery of patrol services. Measures were oriented around the stated objectives of the project which suggested the following:

- The *attitudes and behavior* of the Profile-trained patrol officers would reflect a change toward greater beat accountability and service to the community.
- The Profile-trained officers would make a more systematic and thorough attempt to gain *knowledge of the beat and community*.
- The Profile-trained patrol officers would show a greater level of *job satisfaction* as a result of the new dimensions of their patrol work.
- The training and "Profiling work" of the officers would result in a change in their attitudes about the community and their *perceptions of their role* as police officers accountable to the community.
- The "Profiling work" of the officers would show a better *utilization of time* than the "aimless" routine of traditional preventive patrol.
- The Profile-trained officers, thoroughly familiar with their beats, would be better prepared to respond effectively to community criticism, meet neighborhood expectations for police service, and generally obtain better *community support*.
- The Profile-trained officers would more frequently *utilize social service agencies* and other community resources as appropriate alternatives for dealing with problems encountered on the beat.

In SDC's analysis process, all project-related survey and performance data, interview results, and statements obtained from the officers' Profile Reports were organized in accord with the pre-selected impact measures identified above. The data were then statistically analyzed in terms of measurable differences between the two groups of officers. Where statistically significant differences were noted, additional analysis was undertaken to help isolate probable causative factors. Comments and statements derived from SDPD management interviews and the Profile Reports of the Experimental Officers were used to aid in interpretation of the findings and in preparation of the final conclusions.

SUMMARY OF FINDINGS AND CONCLUSIONS

The findings and conclusions which follow about the effects of the experiment should be understood against the background of what did not happen during the experiment. There was some concern that the Community Profile Approach would reduce the availability of the Experimental Officers for responding to radio calls-for-service. The data show that despite handling a slightly higher load of radio calls, Experimental Officers' availability for service was identical to that of the Control Officers. The Experimental Officers' personal radios made this possible.

It was also feared that arrest performance of the Experimental Officers would be reduced. The data show no effect on arrest performance.

In short, the Community Profile Approach to policing did not operate at the expense of either availability for work or aggressive pursuit of that work in the accepted sense.

The Community Profile Officers (Experimental Group) were essentially unanimous in reporting in their Profile Reports, and verbally, that the Profiling experience had markedly changed their attitudes about and approaches to patrol work in the communities they served.

SDC's analysis of indicated attitudinal and behavioral changes provides support to the Experimental Group's self-assessment that their attitudes did in fact change in several areas over the course of the experiment.

First, the Experimental Group was expected to develop an expanded concept of the role (responsibility and use of discretion) of a beat patrol officer. Manifestations of the Experimental Group's acceptance of an expanded role (as compared to the Control Group) are shown by:

- Greater acceptance of the responsibility to learn more about the communities being served;
- Greater acceptance of the responsibility to increase contacts with community citizens and leaders;
- Greater acceptance of the responsibility to act as citizen advocates; and
- Greater acceptance of increased discretion to shift the emphasis of their patrol activities in response to priority beat problems.

Second, the Experimental Group was expected to increase significantly the level of their knowledge about their individual patrol areas and local problems. SDC's analysis shows that:

- Experimental Officers indicated a significantly greater increase in knowledge about the physical, demographic, and socio-economic characteristics of the beats than did Control Officers;
- Experimental Officers indicated significantly greater increase in knowledge about the availability and quality of various community resources and services than did Control Officers; and
- Experimental Officers indicated a slight (although not a significantly greater) increase in knowledge about crime information sources than did the Control Group.

Third, the Community Profile Officers were expected to apply beat-specific patrol strategies in keeping with their individual assessments of the needs of the communities they served. SDC's analysis of indicated changes in this area shows that:

- As a group, the Experimental Officers' daily patrol work reflected a decreased level of traffic citations, warnings, and field interrogations;
- The Experimental Group showed an increased level of non-law enforcement contact with citizens on the beat; and
- The Experimental Group showed a significant decline in the value it ascribed to roving patrol.

Fourth, the Experimental Group was urged to explore new options in the use of community resources for dealing with non-criminal problems and to facilitate improved service to the community. SDC's analysis shows that:

- The Experimental Group's reported use of community referral agencies was no more extensive than that of the Control Group, and actually showed a slight decline over the course of the Community Profile Project even though, as shown above, the Experimental Group reported a significantly greater increase in knowledge about community resources and services;
- The Experimental Group's unexpected lack of reported growth in use of referral agencies is partially explained by their generally poor assessment of the quality of services provided by referral agencies; and
- The Experimental Group's use of Citizen Action Requests for improving the delivery of municipal services was moderate but was significantly greater than that demonstrated by the Control Group or SDPD as a whole.

Fifth, the Experimental Group was expected to develop increased respect for the value of greater police-community interaction and increased confidence that the community would support the Community Profile Approach to patrol practice. SDC's analysis supports the following conclusions:

- Experimental Officers ascribed a higher value to community relations activities than did the Control Group.
- The Experimental Group indicated greater confidence in the community's support for law enforcement than did the Control Group.

In summary, it is clear that the vast majority of the Experimental Officers felt that they had greatly increased: (1) their sense of beat responsibility; (2) their level of knowledge about their beats; and (3) their level of involvement in the communities they served. SDC's conclusion is that the available evidence confirms these reported changes.

In Chief Hoobler's terms, the project seems to have been successful in changing the "officers' self-images of their role" and in overcoming their natural tendency "to use traditional patrol methods when not performing a precisely defined new task."

NOTES

1. The actual field phase of the project was begun in November 1973 in the SDPD Northern Patrol Division area.

PART I

I. PROJECT BACKGROUND AND OBJECTIVES

INTRODUCTION

During the period of July 1973 through September 1974, the SDPD conducted a test of an experimental patrol concept called *Community Profile* development. SDPD's aim was to increase the patrol officers' effectiveness on their beats. The Community Profile concept grew out of an analysis of various police patrol projects which had identified a need to individualize a patrol officer's activities for the particular set of conditions which exist on his or her beat.

Recent innovations in patrol strategy had focused on two central themes: bringing the patrol officer closer to the community in which the officer works and providing him or her with improved and expanded resources and techniques. Team policing studies have focused on the collective responsibilities of various police specialists to serve a specified geographical area. Relatively few policing studies have directed their attention at the individual patrol officer, how the individual relates to the larger police organization, and the officer's individual responsibilities for policing in a given area.

Patrol experimentation has generally stressed the necessity for patrol accountability and the operational changes needed to implement such accountability, but little attention has been focused on how the patrol officer learns and applies increased information about his or her beat. *What beat knowledge is needed? How can it be gained and applied?* These were issues that the SDPD sought to address in its Community Profile experiment.

HISTORICAL PERSPECTIVE

Accompanying the change in SDPD administration in March 1971, a patrol planning unit was established by the new chief of police, R.L. Hoobler. The unit was formed in response to a recognized need for a planning and research capability *within* the Patrol Division. The unit's mission was to refine patrol objectives, priorities, techniques, and reporting systems, and to stimulate greater participation in planning and experimentation throughout the Patrol Division.

The unit accomplished a number of important tasks, two of which were of special relevance to the conceptual framework of the Community Profile Project.

Early in 1972, as a result of a goal-setting process, the SDPD adopted a new goal statement: *to contribute to the highest quality of life in the community*. In the context of James Q. Wilson's three styles of policing (Watchman, Legalistic, and Service¹) the new goal statement underscored the SDPD's planned evolution from a legalistic style of policing toward a strong community service orientation.

Later in 1972, responding to a growing concern for the lack of *beat accountability*, the patrol planning unit developed a new beat structure and reporting system designed to provide for a geographical definition of beats based on an equitable distribution of workload in terms of calls-for-service. Among other things, the new system eliminated an overlapping nighttime watch which had precluded specific beat accountability. The next step was to define the implications of assigning to individual patrol officers the major responsibility for police services to their beats. In conjunction with the funding by the Police Foundation of the Field Interrogation Experiment in February 1973, a small amount of *seed money* was provided to the San Diego Police Department to cover the cost of travel and research for developing a plan to study these implications. The result of these planning efforts became known as the *Community Profile Project*.

During the preliminary planning stages, the Community Profile concept was discussed with literally hundreds of interested citizens and representatives of the criminal justice system. The concept was discussed internally with all patrol sergeants and lieutenants; with community relations officers, and planning and research personnel from several other police departments; with several academicians in California and Massachusetts; and with several state and local officials, including city management. Reactions were overwhelmingly favorable.

The SDPD's study proposal was submitted early in June and received final approval by the Police Foundation Board of Directors on June 18, 1973.

STATEMENT OF GOALS AND OBJECTIVES

The SDPD has described the Community Profile Project as an attempt to improve police patrol practice: (1) by increasing the patrol officer's awareness and understanding of the community the officer serves; and (2) by making more effective his or her response to area problems through the development of new officer-initiated patrol strategies.

In the context of the SDPD's formally stated project objectives: *"Profiling" refers first to a method of data collection and analysis by patrol officers which yields a picture of the beat as a community. The officer's "profile" of his beat should serve to identify community problems and priorities as well as the resources that can be brought to bear on the identified problems. As an information gathering method, therefore, "Profiling work" requires daily and methodical observation, description, and analysis. The ever-growing product of this activity constitutes the beat officer's personal profile of his working community.*²

Community profiling, however, was described by the SDPD's project staff as being more than just a method of data collection and analysis. Profiling is intended to promote a substantially different approach for doing police work that is demonstrated by the individual patrol officer's acceptance of beat accountability combined with his development of new patrol strategies to assist him in meeting his responsibilities. Such strategies can be expected to range from simple changes in patrol tactics to more effective utilization of referral agencies and direct personal involvement with community organizations. In every case, the officer's increased responsibilities are combined with increased discretionary decision-making.

The change from traditional patrol approaches to the Community Profile Approach was planned to produce a systematic change in the conduct of beat patrol *practices*, in officers' *perceptions* of the nature of the communities they serve, and of the officers' *role* as individual police officers responsible for and accountable to these communities. Thus, the Community Profile Project became an experimental program with potentially broad implications for police practice and administration. As such, it provided a test of a police department's ability to change.

The SDPD's project staff further indicated³ that any description of the Community Profile Project must include all of the above dimensions and stressed—particularly in view of the tendency to separate Community Profile from "real police patrol work"—that *profiling work is police work*. Profiling is police work with new perspectives and methods, with greatly increased individual officer authority and responsibility; but it is *not* a substitute for nor a diminution of overall departmental responsibilities. Profiling work is proposed as a potentially more fruitful way of doing policing and as such must incorporate all departmental resources and capabilities as well as those available in the general community—all are considered essential for practicing "real police work."

DEVELOPMENT AND CONDUCT OF THE COMMUNITY PROFILE PROJECT

Operational Planning

During the months of July and August 1973, the primary focus was on project start-up activities including:

- Developing a detailed work plan and schedule for the planning and field phases;
- Meetings between Patrol Administration and SDC regarding a target location for conducting the experiment, selection of Experimental Officers, and other evaluation design parameters;

- Development of a training program prospectus; and
- Hiring of the project support staff.

Developing and Conducting the Training Program

All recruits hired by the SDPD are given 607 hours of classroom academy training prior to their assignment to the Patrol Division. However, the academy training lacked the specific focus and motivational emphasis which the project staff sought to instill in the Experimental Officers.

Therefore, 60 hours of special project related training were considered a necessary prerequisite to the ten-month project field phase, and were specifically requested in the SDPD's grant request to the Police Foundation.

Originally, the proposed method had been to retain a training coordinator who would be contractually responsible for the total training effort but later in September 1973, Chief Hoobler agreed to permit the SDPD's Project Coordinator and his staff to develop their own training component. The alternative was chosen because of the greater departmental flexibility it offered as well as to give the project staff exclusive responsibility for preparing the officers to begin a very sophisticated police patrol experiment.

Upon completion of the Preliminary Training Syllabus and frequent project staff discussions regarding the complexities of the profile concept, the decision was made to focus the curriculum on such issues as relevance of social theory to police practice, the history and function of the police role, interpersonal relations and communication skills, community organization, methods of community analysis, patrol goal-setting, discretionary decision-making, and crime analysis.

Next, a group of city planners, consultants, and educators was interviewed in order to select nine instructors to assist the project staff in the formal training program. A coordinating session was held with all instructors on October 20, 1973, to refine the proposed curriculum and to integrate all facets of the training process.

A retreat setting for the major phase of the training program was proposed and approved. Basic to the decision was the need to provide a setting conducive to the most effective assimilation of an intensive and concentrated curriculum.

The final version of the Training Syllabus was submitted to Chief Hoobler late in October and was officially approved. Three basic interrelated objectives were emphasized in the design of the training curriculum:

- To develop a clear understanding of relevant theory, concepts, and issues
- To equip the officers with a variety of skills and techniques basic to the concept of Profiling activities
- To establish a grasp of method and procedural knowledge.

The Phase I introduction and orientation to the Community Profile Project was held on November 15, for all participants and their wives, officially launching the formal Training Program. Phase II, the major *retreat* phase of the training, was conducted over five consecutive days (November 16-20), and included morning, afternoon, and evening seminars and workshops. The subject matter covered a broad range of issues dealing with the theoretical dimensions of the project as well as the actual community identification processes. Phase III, the final two days of the formal Training Program (November 26-27), dealt with specific methods and processes of community profile development, scheduling and related procedural details, and a wrap-up session.

The sequence of events, and the purposes of each segment of the Training Program curriculum⁴ are summarized on the following pages.

DAY 1 – PHASE I

Formal Orientation

To provide a formal introduction to the Community Profile Development Project, focusing on the San Diego Police Department's commitment to the project, the Police Foundation's interest in the project and its place nationally among police experimentation programs, an overview of its development and objectives, and a general orientation to the training program.

Introductory Workshop

To provide a more thorough introduction to the objectives of the CPDP, and to conduct an intensive group discussion on issues of the profile project, focusing on officers' views.

DAY 2 – PHASE II

Theoretical Base

To discuss basic issues in social theory, focusing on their relevance to police work, and to examine some problems underlying the philosophy of the CPDP.

DAY 3

The Police Role: What Has Been, Is, and Ought To Be

To provide a historical perspective on the development of the police as a social institution, to discuss the function of the police in our times, and to examine the implications of the CPDP to police practice on the basis of the practical experience of the participating officers.

DAY 4

Coping with Cultural Differences in Police Practice

To discuss basic problems of strained police-community interaction, and to develop methods of dealing effectively with them.

Communications Workshops

To increase officers' awareness of their field styles, strengths and problem areas; to clarify officers' *intentions* in field encounters, and to identify the *impact* officers are having on different citizens and groups; to develop ways of matching the impact with the officers' intentions, and to develop new approaches to counterbalance the problem areas of their styles.

DAY 5

Community Organization Theory and Method

To explore the theories and methods of community organization, and to suggest their applicability to community profiling.

Community Organization Workshop

To develop and apply problem-solving strategies in community profiling work.

DAY 6

Community Analysis: A City Planner's Perspective

To provide a historical perspective of the communities served by San Diego Police Department Northern Division, and to describe some community identification methodologies and their application to community profiling.

Implications of Community Profiling

To identify potential risks and community concerns about profiling work, and to develop ways of meeting such concerns.

Concluding Workshop

To assess and assimilate the training process, focusing on its impact to individual officer's field practices, and to conclude this phase of the program.

DAY 7 – PHASE III

Methods Workshop

To review various community identification methodologies, and to specify the "nuts and bolts" of profiling work.

Concepts and Problems Workshop

To review basic concepts and status of current knowledge, and to examine everyday patrol problems as they may impinge on the practice of community profiling.

DAY 8

Goals and Strategies Workshop

To discuss and develop alternative patrol strategies to area problems, and to clarify patrol goals in the conduct of community profiling work.

Evaluation Workshop

To discuss and assess the impact of the training, criticize weak points, and develop recommendations for future training workshops and conferences.

Introduction and Use of Profile Journals⁵

The use of the *Officers' Journal* was first introduced to the experimental officers during the course of their profile training in November. The journal was presented as a data-gathering tool designed to assist the officer in systematic construction of his⁶ community profile. The contents of the journal were to reflect such elements as:

- Description of daily observation and contacts,
- Community and problem identification processes,
- Suggested alternatives and strategies,
- Decision-making and problem solving activities, and
- Self-evaluation of officer-initiated activities.

The experimental officers were instructed to turn their journals in weekly to the Project staff for review. The staff would then provide feedback and recommendations to each officer whenever appropriate. The journals were also reviewed by the three Experimental Sergeants to be used for purposes of supervision and improved officer/sergeant communication and officer evaluation.

The preparation of a weekly journal was expected of all specially trained patrol officers throughout the course of the project field phase. Response by the officers varied, as might be expected. A few officers continually required counseling regarding failure to submit journals, and a few consistently turned in exceptionally complete and thoughtful comments, daily observations and assessments of the beat and its problems.

Application of General and Special Workshops

The first of three General Workshops for all project participants was held at San Diego State University on January 14, 1974. This occasion marked the first time that all trained officers and sergeants had been together since the November 27 conclusion of the Training Program. The emphasis was on issues and problems which had emerged in the field phase of the project. Although a variety of issues was discussed, two were considered the most critical: (1) officers expressed some confusion over social service agency referral policy of the SDPD which appeared to conflict with referral practice in the context of the Community Profile concept; (2) the three participating sergeants were not spending nearly enough time with their officers—effective application of the Community Profile concept requires far greater sergeant-officer interaction. Both issues were discussed in depth and positive moves were made to remedy the problems.

On April 22, 1974, a day-long Special Workshop involving the Project staff, the Project sergeants, and Northern Division patrol administration was convened specifically to address the added responsibilities of the three Project sergeants. The session had two purposes: (1) to provide instruction in skills and techniques of small group facilitation (an effort to improve the productivity and overall quality of Staff Conferences); and (2) to begin to develop new methods of officer performance assessment. The first part of the session included presentations and discussions covering introduction to *Role Theory*; the sergeant's role—official definitions and current status; role classification exercise; force field analysis of the community profile role; and conference management skills. The second part dealt with identifying the skills, criteria, and procedures for improved patrol officer evaluation. The resulting set of evaluation parameters developed at the Workshop was later refined by the Project staff, and after additional review by the sergeants, an alternative patrol officer evaluation approach for performance assessment was finally drafted.

The second Community Profile General Workshop was convened on April 29, 1973, and was attended by all levels of patrol middle and top management from Northern Division, as well as the participating officers and sergeants. The principal purpose of the Workshop was to have the sergeants present the form and substance of the newly developed evaluation/performance assessment approach to the participating patrol officers. The response from the officers was very supportive of the new approach. Comments from management were also positive.

The final recommendations⁷ were subsequently submitted to the SDPD and approved for use by the project for the remainder of the field phase.

The third and final Community Profile Workshop was held at San Diego State University on July 2, 1973. The purpose of the session was to discuss a variety of work attitude issues and to reexamine some of the questions originally raised in the November training programs. The underlying reason for the session was to attempt to reinstill some of the enthusiasm which for some officers appeared to be diminishing because of concern (which later proved to be unfounded) that the SDPD had no intention of adapting Community Profile whether or not the experiment proved successful.

Use of Staff Conferences

The use of staff conferences as an alternative to normal patrol line-ups was originally proposed by the Community Profile Project as an organizational innovation to improve sergeant-officer communication and to provide an organized setting for regular discussions of area-by-area police problems and strategies. Due to Northern Division supervisor manpower shortage, it was not possible to utilize the staff conferences during December and most of January. Beginning early February (following shift change) and for the rest of the project field phase, a limited test of the staff conference approach was conducted which allowed only the second watch squad to establish daily staff conferences; the other two watches met on a weekly basis. In

the course of observing the staff conferences it became apparent to SDPD Project staff that the participating sergeants lacked the training in conference management and group facilitation required to conduct the sessions effectively. As a result, the Special Workshop convened in April was partially directed at improving the conference management skills of the sergeants.

The use of the staff conferences as an alternative to line-up appeared to be one of the most promising elements of the Community Profile Project once the participants had established their respective roles in the conference setting.

Purpose of the Profile Reports

During the field phase period, the Experimental Officers, as stated earlier, had been asked to maintain a journal of their daily activities. The purpose of the journals was to facilitate the subsequent preparation (on roughly a bimonthly basis) of four general Profiling Reports based on their journals and profiling experiences.

Profile Report No. 1 submitted at the end of January, sought a descriptive analysis of each officer's beat and a statement of each officer's own response to the community and to the project. Suggested issues for the officers to consider included the following:

- Description of institutional life on his beat
- Preliminary analysis of problems he had identified on his beat
- Implications of shift change⁸ on beat composition and profiling activity
- Analysis of risks attending the Community Profile Project (community mistrust, fellow-officer misunderstanding, etc.)
- Community responses to his activities
- Discussion of the character of the officer's work: how it had changed, personal feelings about his work, *self-profiling*.

Within the scope of the assignment, several of the reports were excellent examples of diligent and thoughtful analyses of beat conditions.

Profile Report No. 2, submitted in late April, requested the officers to present a definitive statement of beat problems identified to date. It required a methodical problem analysis and a statement of strategy planning in the context of police-community priorities over the previous five months of profiling activity. A formatted report form was used to facilitate the officers' problem analysis.

Four major categories of *Beat Problems* were identified:

- Criminal problems
- Non-criminal problems
- Traffic problems
- Police-community problems.

Under each of the four *problem categories*, the officers were asked to address the following issues:

- Methods of problem identification
- Specific types of problems
- Social conditions contributing to these problems
- Analysis of problems
- Strategies for dealing with these problems
- Methods for evaluating the effectiveness of such strategies.

Profile Report No. 3, submitted in early July, focused on two main areas: (1) an update of *Profile Report No. 2* activities, and (2) a critical self-evaluation by each officer of the character and direction of his work in the project.

Profile Report No. 4, submitted by the experimental officers during the first week of September, was a comprehensive individual appraisal of the Community Profile Project. Each officer was asked to evaluate the many technical and operational issues involved in the conduct of the project. Some of the issues were as follows:

- Value and effect of the Community Profile Training Program
- Community Profile goals and objectives, e.g., beat accountability, beat knowledge, community involvement, and discretionary decision-making
- Organizational issues, e.g., staff conferences, performance assessment approach, role of the sergeant, and work attitudes
- Patrol strategies
- Technical issues.

Selections from the officers' final evaluation of the Community Profile Project, as presented in the context of *Profile Report No. 4*, have been included in *Community Profiling and Police Patrol: Final Staff Report of the Community Profile Development Project* (San Diego Police Department, October 31, 1974).

Performance Assessment

The need for an alternative approach to assessing patrol officer performance had been recognized during conceptualization of the Community Profile Project because of its influence as a critical factor in the conduct of police patrol practice. The Project staff later stated that "*Officers tend to structure their patrol activities according to the perceived likelihood that such activities will be positively recognized by their superiors. In short, they generally gear their conduct in accordance with the existing structure of rewards, incentives and sanctions.*" The Project staff indicated concern that the traditional methods of measuring officer productivity (traffic citations and warnings, arrests, field interrogations) without regard to actual beat conditions would hinder a legitimate test of the project from SDPD's perspective.

Therefore, an alternative performance assessment approach to evaluation of patrol officer performance was introduced midway through the project (May 1974) and as mentioned earlier was utilized for the remainder of the project field phase.

The approach spelled out the goals, criteria, and procedures for officer evaluation, focusing on the relationship between the quality of officers' patrol work and beat conditions, rather than on standard work output irrespective of beat conditions. The elements of the evaluation approach stressed the officers performance in terms of beat knowledge, community involvement, problem solving, squad conferences, reports, work habits, personal relations, and potential for advancement.

NOTES

1. James Q. Wilson, *Varieties of Police Behavior* (Cambridge: Harvard University Press, 1969), pp. 140-226.
2. Project Staff, *CPDP Training Program: A Comprehensive Report* (San Diego Police Department, January 1974), p. 71.
3. Paraphrased from January *CPDP Training Program: A Comprehensive Report*.
4. Project Staff, *CPDP Training Syllabus* (San Diego Police Department, November 1973).

5. For a complete statement of purpose and use of the "Profile Journals," see Project Staff, *Officer's Profiling Journal Definitions, Objectives, and Instructions* (San Diego Police Department, December 5, 1973).
6. As it happened, all officers in the experiment were male.
7. For a complete statement of performance assessment problems and recommendations, see Project Staff, *Performance Assessment: An Analysis of Current Problems and a Proposal for Change* (San Diego Police Department, May 10, 1974).
8. All patrol officers including experimental officers generally rotated shifts three times a year. This reference was to the shift rotation on January 18, 1974.

II. THE PROJECT EVALUATION

BACKGROUND

In May 1973 at the request of the Police Foundation, System Development Corporation (SDC) began preliminary discussions with the San Diego Police Department (SDPD) regarding an independent evaluation of the proposed Community Profile experiment. The conceptual framework of the project had for some time been in the planning stage in the SDPD.

Early in June, the Police Foundation requested SDC to submit a proposal which would include a tentative evaluation design and budget estimate for a Phase I planning effort. SDC's proposal was submitted on July 9, and Foundation approval to begin the Phase I evaluation planning and baseline data collection was received on July 20.

EVALUATION PLANNING AND THE BASELINE PHASE

Setting Goals and Objectives

The SDPD Community Profile experiment was conceived of as a vehicle for: (1) evaluating the effectiveness of the Community Profile Approach as a catalyst for changing officer attitudes and patrol practices; (2) testing the acceptability of the Community Profile Approach by a police department and patrol force schooled in more traditional patrol techniques and practices; and (3) testing the effectiveness and appropriateness of alternative policies and organizational changes involving patrol operations.

The ten-month project field phase was not considered sufficient time, because of the dispersion of the experimental officers, to expect a significant impact on the community.

Thus, the evaluation of the experiment focused primarily on measuring the internalization of a new patrol concept by the SDPD, and only secondarily on the external effects that resulted within the host community.¹

As a result, evaluation planning focused on three primary objectives:

- To determine the changes that occur in patrol officer attitudes and behavior as a result of the specialized training, supervision, and participation in Community Profile activities;
- To determine the effectiveness of trained patrol officers in gathering Community Profile data in their respective beats; and
- To determine the usefulness of Community Profile data in establishing more responsive patrol of service activities for dealing with priority neighborhood problems.

Establishing Experimental Conditions

The general framework for the Community Profile experiment, as mentioned earlier, was established with the June 5, 1973, approval by the Police Foundation of the SDPD proposal. Therein, the Department described and recommended random selection of an Experimental Group of 27 patrol officers (24 patrol officers and their three sergeants) who would participate in the special training and supervision over a ten-month project field phase.

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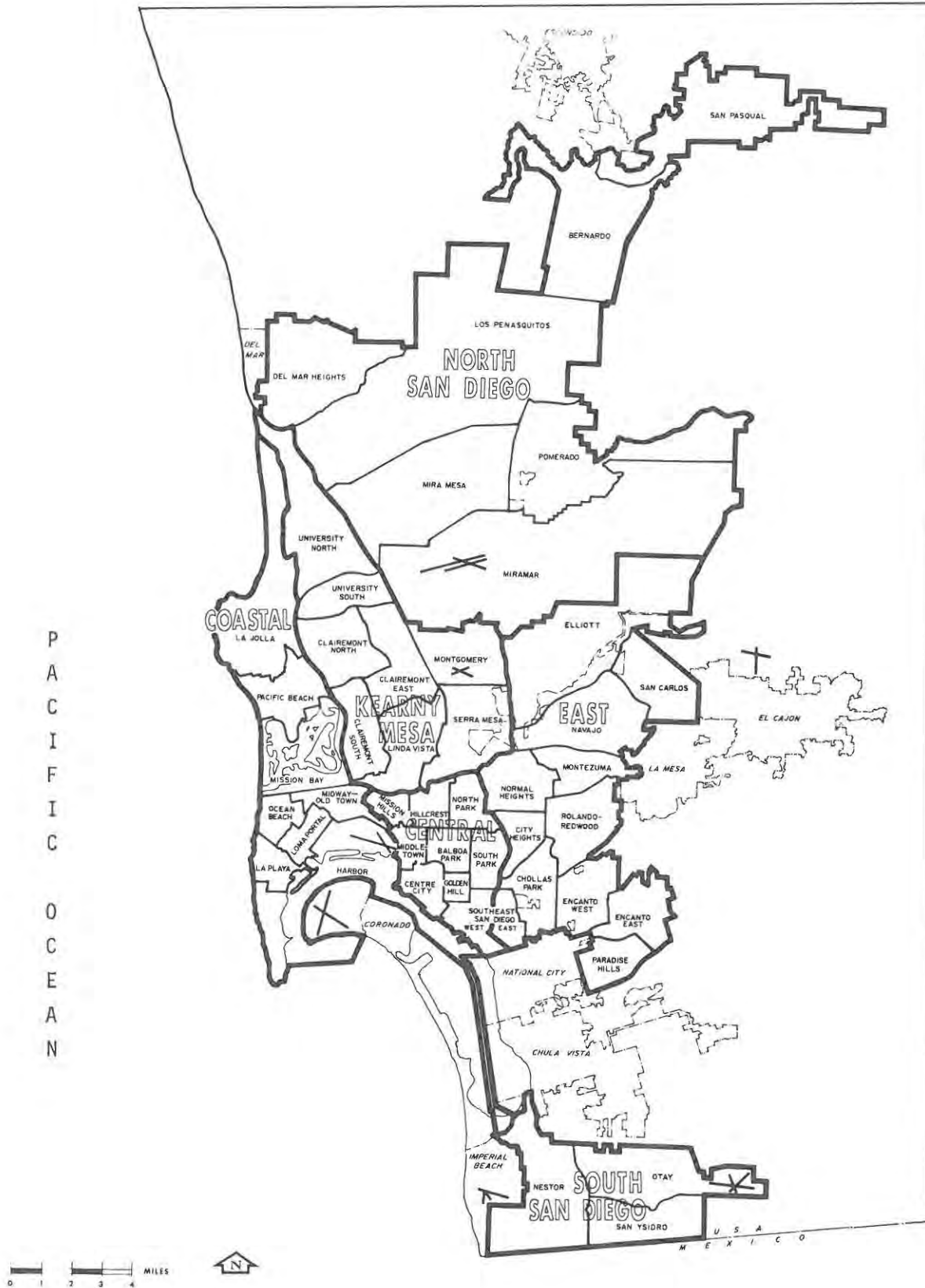


Figure 1
CITY OF SAN DIEGO STATISTICAL AREAS

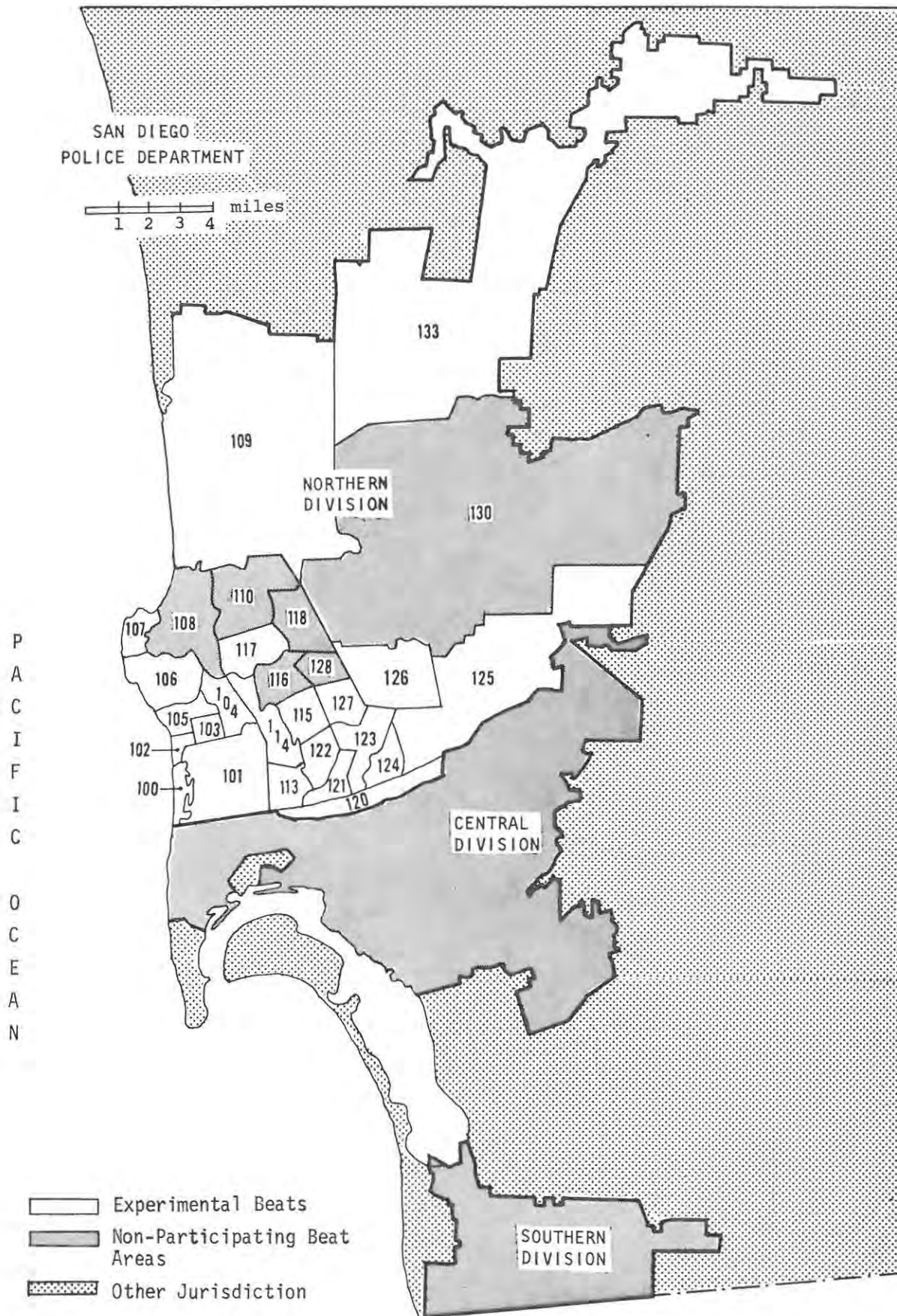


Figure 2
NORTHERN DIVISION BEAT MAP

Target Area Selection. While the focus of the evaluation design was directed at studying the impact of the project on a representative sample of patrol officers, the selection of experimental areas (beats) was of immediate concern due to variations in patrol manpower deployment within the city. Preliminary plans called for selection of four or five beats which were to be manned around the clock on all three watches by the specially trained Experimental Officers. The selected beats were to reflect a high incidence of crime, high service call demand, significant minority-group population, and other related factors. This design, after further reflection, posed experimental problems because of the need for selecting five additional beats with matching socio-economic and crime related characteristics for comparison purposes. An added complication was the fact that the Field Interrogation experiment was currently underway in the Central Patrol Division which suggested the potential diluting of the experimental impact on both projects. Further, the Police Foundation and its Evaluation Advisory Group recommended expanding the experimental area from four or five beats to upwards of 24 beats. Such a change would lessen the impact of possible inconsistencies in beat conditions as well as provide a broader application of limited project resources. After considerable discussion, the Northern Division was selected for conducting the Community Profile experiment so as not to conflict with the on-going FI experiment in the Central Division. The Southern Division along the Mexican border was considered too small to afford a thorough test of the Community Profile concept.

Northern Division serves the massive North San Diego area, which comprises two-thirds of the city's land area (see Figure 1), and approximately 288,000 residents out of a total 1973 city population of 772,000. Demographically, Northern Division encompasses a variety of diverse communities which, it was proposed, would permit a broadly based test of the Community Profile concept—including rapidly growing suburban communities, congested beach communities, residential areas of substantial ethnic heterogeneity, a university community in the wealthy La Jolla area, large pockets of Navy housing, and extensive commercial and industrial developments.²

With the selection of the Northern Division as the test site, 22 of the 28 patrol beats were singled out as experimental areas (see Figure 2). These areas were selected because they provided the best mix of socio-economic, demographic, and ethnic conditions. Because of the recent beat realignment (October 1, 1973), calls-for-service activity was expected to be reasonably balanced among the beats.

Experimental and Control Group Selection and Treatment. The final selection of both Experimental and Control Officers³ was accomplished in early October 1973 using a stratified random approach. This process involved establishing experimental constraints critical to the evaluation design as well as desirable for project effectiveness.

The following experimental conditions were determined to be necessary for the integrity of the evaluation:

- One Experimental Officer and one Control Officer per beat were to be selected.
- Both Experimental and Control Officers were to be frozen to the same beat for the ten-month project field phase.
- Each participating patrol officer and supervisor (Experimental and Control) was to rotate through the three shifts during the project field phase.
- Three patrol supervisors (sergeants) were to be selected for profile development training and subsequent supervision of Experimental Officers.
- Random selection of Experimental and Control Officers was to be based on unit assignments previously established on the Watch Master Schedules.
- Unit/beat selection/assignments were to conform to generally contiguous beats to facilitate operational effectiveness of field supervision.

Experimental and Control Officer selection was randomized first by selecting the beats to be profiled and then designating the officers currently serving on those beats as Experimental or Control Officers. This obviated the possibility of purposeful or inadvertent assignment of officers on the basis of their particular

strengths or weaknesses, e.g., experience, education, age, and personality. This procedure, as well as providing a random selection of Experimental and Control Officers, enabled selection of beats reflecting local conditions with the most diverse demographic, geographic, police problems, and calls-for-service characteristics.

Considerable time and effort were spent in the selection of beats in order to maintain contiguity of beats to be profiled and thus assure that Experimental Officers would remain under the supervision of the same Experimental Sergeant.

The evaluation design called for Experimental and Control Officers to experience identical beat assignments; to be subject to normal watch rotations; and to maintain normal interaction with department supervision and all non-patrol divisions, e.g., detectives, traffic, etc., over the course of the project.

The Experimental Officers received special training, additional community analysis support, special line supervision, and the use of handi-talkies while on patrol. These officers were directed to utilize the Community Profile Approach in the conduct of all aspects of their patrol work; whether responding to calls-for-service, writing reports or using their discretionary patrol time. The Control Officers continued patrol work in the conventional manner. Conventional line-up briefings for the Experimental Officers were to be supplemented or replaced by daily staff conferences (squad meetings), debriefing sessions, and periodic workshops.

Selecting Impact Measures of the Project

For purposes of this discussion, impact measures are herein described as the criteria upon which the differential effects of the experiment are to be analyzed. To measure the impact or achievements of the project one must return to the stated objectives and the means by which the objectives were to be accomplished.

The stated objective of the Community Profile Project, as mentioned earlier, was "to improve the delivery of police services: (1) by increasing the patrol officer's awareness and understanding of the community the officer serves; and (2) by improving his or her response to area problems through the development of new . . . patrol strategies." The stated objectives had the following implications:

- Community Profiling would be a more systematic and thorough approach to gaining *knowledge of the beat and community* as required for improved delivery of police services.
- The training and "Profiling work" of the officers would effect a change in their *perception of their role* as police officers accountable to the community.
- The *behavior* of the profile trained patrol officers would reflect a change toward greater beat accountability and service to the community.
- The "Profiling work" of the officers would be more productive, self-satisfying and a better *utilization of time* than the "aimless" routine of Preventive Patrol.
- The profile-trained patrol officer would show a greater level of *job satisfaction* as a result of the new dimension of patrol work and recognition he receives for the quality of his activity in meeting police objectives on his beat.
- The profile trained officer would more frequently *utilize social service agencies* and other community resources as appropriate alternatives for dealing with problems encountered on the beat.
- The profile trained officer, thoroughly familiar with his beat, would be better prepared to respond effectively to community criticism, meet neighborhood expectations for police service, and generally obtain better *community support*.

Measures were designed to assess each of these possible aspects of the impact of the project. Only qualitative measures were possible within available resources for the last item.

Surveys and Other Empirical Indicators

The evaluation design called for both a quantitative and qualitative assessment of behavioral changes

and attitudinal differences regarding patrol officer perception and practice of patrol work. Whenever possible, data were collected for both sample groups of Northern Division patrol officers—the Experimental Group and the Control Group.

Patrol Officer Survey. The principal source of longitudinal comparison data was the *Patrol Officer Survey*, a five-part questionnaire which was completed by all 120 patrol officers and sergeants working Northern Division patrol. The same survey questionnaire, with identical questions, was used during three different time periods—the Baseline Period, the Trend Period and the Final Period.

The first part of the questionnaire requested essentially background and personal characteristics information. This information was requested only in the Baseline Survey. The second part was concerned with the respondents' career as police officers, their assessment of police-community relations, their role as patrol officers, their opinion of departmental operations and other agency support, and the police role in society.

The third part of the questionnaire dealt with measuring the respondents' knowledge of community resources and services, their rating of the quality of service, and the frequency with which they utilized the service for referral purposes. Additionally, part three was concerned with the respondents' opinion regarding "value of" and "extent of knowledge" pertaining to various neighborhood characteristics and crime-related information. Part four, a series of open-ended questions, was mostly concerned with police-community relations. Part five dealt with the Community Profile Project and the respondents' participation and reaction to it. Part five of the questionnaire was not included in the Baseline Survey.

Changes in the attitudes and behavior patterns of Experimental Officers were expected as a result of the specialized training and profile development activities. The extent of such change was to be compared against any corresponding change reflected by the Control Officers and was to be measured by group responses to items in the survey questionnaire.

Pre-testing the Questionnaire. During the evaluation planning phase, every effort was made to research all known survey questionnaires used for previous related police/community studies. Many of the questions used in part two of the questionnaire were based on the *Survey of Washington, D.C. Policemen*, November 1970, which was conducted by the American Institute for Research. Part two of the San Diego patrol officer questionnaire differed from the Washington, D.C., survey questionnaire in that the respondents' selection was made from a 21-point scale rather than from a small number of categorical answers.

Formulating and pretesting the questionnaire were performed during August, September, and October of 1973, with review and recommendations obtained from many sources. The review process was accomplished in four ways: (1) having professional colleagues examine each questionnaire item for ambiguities, errors, and general comments based on their experience with prior surveys. Recommendations were obtained from several SDC survey statisticians regarding the most appropriate method(s) for item response, e.g., a fixed small number of categorized answers, a multi-point scale (1-100), or open-ended questions; (2) having the SDPD's project coordinator, a police lieutenant, and his research assistant review and comment on the form and content of the instrument; (3) having the Police Foundation and its Evaluation Advisory Group review and recommend modifications as they deemed appropriate; and (4) having several patrol officers who would not be participating in the surveys complete the questionnaire and note any obvious ambiguities in the wording of the questions.

On the basis of these careful analyses, all directions, items, and responses were thoroughly examined. Wording and directions more natural to police officers as a group were substituted where needed.

Officers' Daily Report Supplement. The *Officer's Daily Report Supplement* was introduced as a source of project-related information for purposes of assessing the impact of fluctuating working conditions and daily encounters experienced by the beat patrol officer. The supplemental report (see Appendix C), which was completed by all patrol officers in the Northern Division, consisted of a brief set of questions pertaining to the officers' daily perception of:

- job interest,
- job satisfaction,
- cooperation from the community,
- problems in job execution, and
- effectiveness of his patrol practice in meeting community needs.

Experimental and Control Group responses were expected to differ over time although such differences could have been associated with watch assignments or other non-experimental variables. The supplement was intended primarily as a trend indicator to help isolate the *true* differences between the Experimental and Control Groups.

Other Empirical Indicators. Other sources of data were identified for assessing the impact and achievements of the Community Profile Project. Their purpose was to supplement the questionnaires and enhance overall analysis of variables influencing police patrol operations and practice. These data sources included:

- Officers' Daily Activity Reports,
- Department statistical reports on radio calls, and
- Citizen Action Requests.

Management Assessment Interviews. In addition to the previously mentioned measurement sources, interviews covering a broad range of project-related issues were conducted on three separate occasions (at the start, middle, and end of the field phase) with SDPD middle and top management.⁴ Among the issues discussed were:

- Beat accountability
- Patrol officer beat knowledge
- Patrol officer community involvement
- Discretionary decision-making
- Officer performance assessment
- Role of the patrol sergeant
- Work attitudes and officer morale
- Alternative approaches to beat problems
- Special equipment for patrol
- Manpower utilization
- Extended beat assignments
- Training (Academy and In-service)
- Dispatch policy
- Staff (squad) conferences vs. patrol line-ups.

The purpose of the *Management Assessment Interviews* was to seek information on project impact from the perspective of middle and top management.

Many department managers, especially those who were not assigned to the Northern Station, had little or no opportunity to observe the behavior of Experimental Officers in the conduct of Community Profile activities. In cases where the interviewee could not venture an opinion regarding officer behavioral differences (experimental vs. non-participants), the interviewee was asked to comment on the above issues in terms of his understanding of the Community Profile Approach compared to the existing methods and operation of Patrol. This would provide a measure of the acceptability of the Community Profile Approach as opposed to the more traditional approach from a perspective of management.

Complaints Against Patrol Personnel. The SDPD Internal Investigations Section has primary responsibility for departmental investigations of all complaints of misconduct against police officers. An individual complaint record (PD-652) is maintained on all complaints received, whether against personnel or against the Department. The accompanying list shows the categories on this form.

Depending on the severity and circumstances involved in the citizen's complaint, an immediate investigation is conducted either by the Internal Investigations Section or within the chain of command of the involved division. In the case of a patrol officer, the field sergeant as the immediate supervisor is given the primary investigating responsibility. The field sergeant's recommendation of disposition is reviewed by his superior and a final disposition of the complaint is made.

Due to the increased emphasis of the Community Profile Approach on greater community involvement of the patrol officer, the evaluation sought to monitor the incidence of citizen complaints against both groups of officers—Experimental and Control.

COMPLAINT RECORD CONTENT

NATURE OF COMPLAINT	CIRCUMSTANCES CAUSING COMPLAINT	DISPOSITION ^a
Discourtesy Discrimination Excess Force False Arrest Poor Service Search and Seizure Conduct Unbecoming Other	Arrest Citation Field Interrogation Investigation Radio Call Traffic Warning Other/Unknown	Sustained Not Sustained Exonerated Unfounded City Attorney Misconduct Note

^aSee Appendix E for explanation of *disposition*.

Citizen Action Requests. A new experimental service undertaken by the SDPD in the fall of 1973 was the establishment of the *Citizen Action Request* (PD-152). The service was intended as a vehicle for patrol officers to act as citizen advocates for relaying complaints about other city services to the appropriate department and the city manager's office. By the nature of the request, action was required by letter, telephone, or in person with the complainant. Using data from departmentwide statistics maintained by the SDPD's Community Relations Unit, the Experimental Officers' utilization of Citizen Action Requests was monitored for comparison against that of the Control Officers. Because the intent and use of the Citizen Action Request complemented the stated objectives of the Community Profile Project, the requests' utilization by Experimental Officers was of more than passing concern to the project.

Table 1
ANALYTICAL DESIGN

GROUP	BASELINE TEST	TREND TEST	FINAL TEST
Experimental	X_{e1}	X_{e2}	X_{e3}
Control	X_{c1}	X_{c2}	X_{c3}
	$d_1 = X_{e1} - X_{c1}$	$d_2 = X_{e2} - X_{c2}$	$d_3 = X_{e3} - X_{c3}$

Evaluation Analysis

Analysis of the Patrol Officer Survey. The general design used for evaluating the Patrol Officer Survey results is shown in Table 1.

For each of the questions the differences (*d*'s) between the Experimental and Control Groups were analyzed.

As indicated earlier in this chapter, the survey instrument included questions that could be classified according to type of response: (1) questions with a fixed or small number of categorical answers, (2) questions with answers that ranged over a scale, and (3) open-ended questions. Standard statistical techniques were used for analysis of the first two classes of questions. Analysis of the third type was primarily descriptive.

For categorical data, chi-square tests of differences in frequency counts were utilized. For measured values, an Analysis of Variance test for comparing two groups was used.

The majority of questions in the Patrol Officer Survey elicited response on a 0 to 100 point scale. The purpose of the scale was to minimize recall of previous answers to the same questions. It is believed by survey experts that scale answers of this type are less likely to be remembered than are categorical answers. The officers were also believed to be sufficiently sophisticated to respond effectively and intelligently to this type of question.

The interpretation of observed differences between the Control and Experimental Groups between two points of time involved two problems. The first was to determine whether a shift was statistically significant (i.e., at a specified significance level). There were two samples: 23 differences in scores of the Control Group and 23 differences in scores of the Experimental Group. Assuming normality, the two samples were compared by means of the Analysis of Variance test. A repeated measures form of Analysis of Variance test was used for analyzing groupings of related questions.

The second problem hinged upon the answer to the first. If it was determined that a difference in the shifts of the Control and Experimental Groups was statistically significant, there remained to decide whether or not the difference was large enough to be of practical interest or relevance to the objectives of the project. For each category of question, those questions were identified for which the shift was statistically significant. Magnitudes of statistically significant shifts for the different groups of questions were then compared. This helped identification of those areas in which the project had the greater impacts.

The experiment, with its randomly selected Control and Experimental Groups, was designed to utilize standard statistical techniques for significance testing. Whether or not the magnitude of a statistically significant shift was great enough to be relevant to the goals of the Community Profile Project was to some extent a matter of subjective judgment. The results of the statistical analysis should provide the tools necessary for guidance of policy-makers in their interpretation of the importance of such magnitudes.

Attitudes of Officers were analyzed in accordance with the design strategy described above. The following are some of the categories in this subject area that are addressed in Chapter III, *Assessment of Impact Measures*:

- Perception of community support
- Perception of departmental support
- Perception of other agency support
- Perception of patrol practice.

Beat/Community Knowledge of the officers was also assessed for significant differences. It is important to note that if statistically significant impacts were observed, they were attributed to the project achievements. However, one step further was needed in the analyses. There existed the possibility that such impact was due merely to the existence of the project. The special attention focused on Experimental Officers was expected to raise their morale and sense of mission. Did the acquisition of knowledge of the community change attitudes and performance? To test this pre-training and post-training, tests of knowledge of the community were included for both the Control and Experimental Officers. In that way an attempt to determine whether either group increased its knowledge of the community and to evaluate the differences between groups in that respect was made. The pre- and post-tests of knowledge were designed to assess the extent to which the officers of both groups familiarized themselves with the people and problems of their beats during the course of the year. Without these tests it would not have been possible to assess increased knowledge about the community as an outcome of the experiment.

Personal Characteristics of the Control and Experimental Groups were compared in terms of the significance of differences identified by means of chi-square tests of homogeneity.

Questions covered in the Baseline Survey included the following subjects:

- Age
- Sex
- Race
- Marital status
- Number of children
- Military veterans
- Police experience

- Police training
- Education
- Community relations training
- Residence in Northern Division
- Type of residence
- Monthly rent or value of home.

Chi-square tests were used to compare the responses of the two groups of officers.

Analysis of Management Assessment Interviews. As previously mentioned, representatives of police department management were interviewed by the evaluation team periodically over the course of the project operational phase. The purpose of the open-ended interviews was to seek information regarding management concerns about, and support for, profile development activities. This information provided subjective inputs for final analysis of project impact.

Analysis of Daily Operations. As stated earlier, on-going operational data were collected from a variety of sources including:

- Officers' Daily Activity Reports,
- Daily Report Supplements, and
- Other Departmental statistical reports.

Activity reports were analyzed by a test of the differences between the mean value of the Control and Experimental Groups. For each question on the Daily Report Supplement chi-square tests of group response differences were performed. Statistics regarding Citizen Action Requests prepared by Control and Experimental Officers were also maintained for direct comparison.

BASELINE DATA COLLECTION

Baseline data can be described as such data as necessary to establish what the subjects were like before the special treatment and/or observations began. In the case of Community Profile Project baseline data, where officer behavioral changes were to be assessed, only limited officer performance data were available from the SDPD. As a result, it was necessary to develop several unique sources of data to support the required analysis of behavioral change resulting from project activities prior to the beginning of the Community Profile Project field phase.

Assignment of Calls-for-service

The primary responsibility of the San Diego Police patrol unit is to provide immediate response to calls-for-service. Normal dispatch procedures direct the assignment of calls to the patrol unit responsible for the beat in which the calls originate. When the responsible unit is not available (out-of-service), calls are assigned to another available unit.

A one-time analysis of dispatch data was conducted on the 22 beats selected for the Community Profile Project to establish the percentages of time that:

- Units were assigned to calls-for-service on their designated beats;
- Units were assigned to calls-for-service on other than their designated beats.

The summary data that follow reflect a sample week⁵ during the period of October 15, 1973 to November 15, 1973. The sample week was chosen by randomly selecting one day's dispatch data for each day of the week (Monday through Sunday). For the selected days, Radio Dispatch Logs for all three watches were analyzed.

One interesting observation regarding the availability of patrol units for dispatch was that only 33.3 percent of the total calls serviced were by the unit assigned to the designated beat (see Table 2).

Interpreted in the context of the Community Profile Approach where *Beat specific knowledge* is fundamental to effective patrol practice, the results would tentatively indicate that the officer assigned to answer a call-for-service will be able to fully utilize beat-specific knowledge in servicing the call less than

one-third of the time. Broader based community knowledge would continue to be valuable. The observation could also be interpreted that beat-specific knowledge is of greater value in influencing the conduct of officer-initiated service activity as opposed to citizen-initiated calls-for-service.

Table 2
CALLS-FOR-SERVICE SUMMARY

CALLS FOR SERVICE	FIRST WATCH		SECOND WATCH		THIRD WATCH		ALL WATCHES	
	BEAT UNIT	OTHER UNITS	BEAT UNIT	OTHER UNITS	BEAT UNIT	OTHER UNITS	BEAT UNIT	OTHER UNITS
Total	71	200	165	255	62	144	298	599
Percent Assigned ^a	26.2	73.8	39.3	60.7	30.4	69.6	33.2	66.8

^aThe assignment of calls was by the dispatcher.

NOTE: Data represent a sample week for the 22 experimental beats.

Officers' Daily Activity

The *Officers' Daily Activity Report* (PD-47) represented one of the few available sources of information regarding patrol officer activity in the field. While the reliability of the Officers' Daily Activity Report is not based on verified counts of activities, it does provide, for purposes of the evaluation, a framework for trend comparison of the self-reported activities of the two groups of patrol officers.

Utilizing the same sample week selected for studying the dispatch experience on the target beats, Officers Daily Activity Reports were analyzed to establish a baseline for selected officer daily activity. The results were based on the analysis of some 350 daily activity reports⁶ (100 from the first watch, 141 from the second watch, and 109 from the third watch). The activity items selected for study were those that were expected to be most influenced by Community Profile activities if any effects occurred. The items included:

- Field interrogation reports
- Radio calls
- Criminal arrests
- Out-of-service time
- Public relations contacts
- Hazardous vehicle citations
- Traffic warnings.

The baseline daily activity data as referenced above was compiled by watch period for the 22 experimental beats. No discrimination was made regarding the specific officer assigned.

Based on the sample Officer Activity Summary (See Table 3), the second watch which is the most heavily manned watch, accounts for almost half (45.0 percent) of the field interrogations, 43.5 percent of the public relations contacts, 50.5 percent of the hazardous vehicle citations and more than one-third (38.5 percent) of the radio calls but less than one-third of the criminal arrests (30.0 percent). The first watch accounts for the largest percentage of criminal arrests (40.0 percent) but only 28.4 percent of the radio calls and 20.0 percent of the field interrogations.

Baseline Survey of Participating Officers

The Baseline Period Patrol Officer Survey (see questionnaire, Appendix A) was begun on November 5, 1973 and was conducted over a ten-day time span. Because of the necessity for maintaining the anonymity of the Control Group, all patrol officers and sergeants (approximately 140) assigned to the Northern Division were included in the survey.

After considerable deliberation, it was decided that the best option available for conducting the survey without creating operational problems was for the questionnaire to be completed by the officers while out on patrol. The questionnaire was introduced to the patrol officers and their sergeants at the daily watch line-ups. Approximately 10-15 minutes of line-up time were required for the questionnaire and survey briefings. Each of the officers received a manila envelope containing a questionnaire and was instructed to enclose the completed questionnaire in the envelope and place the envelope in a sealed box in the line-up room at the end of the shift.

Table 3
OFFICER ACTIVITY SUMMARY

WATCH ^a	FI REPORTS (%)	RADIO CALLS (%)	CRIMINAL ARRESTS (%)	OUT-OF SERVICE TIME (%)	PUBLIC RELATIONS CONTACTS (%)	HAZARDOUS VEHICLE CITATIONS (%)	TRAFFIC WARNINGS (%)
First 0700-1500	20.0	28.4	40.0	33.8	29.4	33.3	41.3
Second 1500-2300	45.0	38.5	30.0	35.4	43.5	50.0	39.1
Third 2300-0700	35.0	33.0	30.0	30.8	27.1	16.7	19.6

^aTypical patrol manning during the sample period was: 1st watch - 14; 2nd watch - 23; 3rd watch - 16.

NOTE: Data represent a sample week for the 22 patrol beats.

The results of *Comparison of Personal Data* about the two groups of officers indicated a high degree of comparability existing in the personal characteristics and background of the two groups (see Appendix B, Part I).

The typical officer personal characteristics profile appeared as follows:

- Age — 29 years old
- Sex — male
- Race — white
- Marital status — married
- Children — 1.8
- Military veteran
- Police experience — two to three years
- Police training — basic only
- Education — some college
- Community relations training — 87.5% yes
- Residence in Northern Patrol Division area
- Type residence — home owner
- Home value — median value \$30,000 to \$35,000
- Monthly rent payments for renters — \$150 to \$199.

In a *Comparison of Attitudes* of the two groups of officers on a variety of project related issues, the results indicated no statistically significant differences at a .05 probability level except on two questions:

#16. *Investigative personnel should be assigned during all watches.*

- #40. *The trouble with psychology and sociology is that they are not applicable to the everyday realities of the police job.*

While the majority of respondents of both groups agreed with the statement in question #16, the response of the Control Group reflected much stronger agreement.

The response differences were considerably more significant on question #40 where the Experimental Group showed a marked tendency to *disagree* with the statement as opposed to the Control Group's tendency to *agree* with the statement. The response pattern of the Experimental Group may in some way be attributed to their foreknowledge of having been selected as project participants—possible *Hawthorne Effect*. However, subsequent administration of the surveys failed to show any significant response differences for these two questions.

In measuring the extent of officers' knowledge of *Community Resources and Services* the tabulated survey results indicated that the Experimental Group was more likely to make *Don't Know* responses to questions about community resources and services than was the Control Group. Both groups of officers attributed most of their knowledge of community resources and services to on-duty rather than off-duty exposure. Knowledge of only three categories of community resources and services—Library services, Education/School, and Transportation—were attributed to off-duty exposure by a majority of the officers.

The results of analysis of opinions regarding *Neighborhood Information* indicated only two of the ten categories of information about neighborhood characteristics (see Appendix A) were rated as having a *high value* to patrol operations by at least half of the respondents. These were:

Type of Dwelling by Area:

Experimental - 57.1%
Control - 57.0%

Commercial/Industrial Areas:

Experimental - 60%
Control - 48%

Fewer Control Officers reported *limited knowledge* of types of dwelling units than did Experimental Officers (4.0 percent vs. 16.4 percent).

Both groups placed the lowest ratings for value and extent of knowledge on information about Religious groups by area (Experimental Officers 52.0 percent; Control Officers 36.0 percent).

There was basic comparability between Experimental and Control Officers in terms of their responses to questions on the value of *Crime-Related Information* to patrol and the extent of their current knowledge regarding each information category.

The following categories were those assigned high value but limited current knowledge by 25 percent or more of both groups:

- Juvenile informants
- Adult informants
- Citizen observers
- Parolees
- Probationers
- Prior offenders
- Juvenile gang leaders
- Adult gang leaders
- Gang hangouts
- Gang territories
- Professional fences
- Casual fences
- Known delinquents

The only information category considered to be of limited value to 25 percent or more of both groups was Bailees and Release on Own Recognizance.

Prior Citizen Complaints Involving Participating Officers

In July 1973, the SDPD introduced changes in the method of accounting for citizen initiated complaints of misconduct by police officers. Prior to August the *circumstances causing the complaint*, i.e.,

arrest, citation, etc., were not recorded. Therefore, baseline statistics on citizen complaints against the two groups of officers (Experimental and Control) encompass only the three-month period of August 1973 through October 1973 (see Table 4).

The number of complaints received during the three months was small (six against Control Officers and nine complaints against Experimental Officers). The nature, circumstances, and disposition of the complaints were as follows:

- The most frequently reported reason for complaints against Control Officers was identified as *Discourtesy*. For Experimental Officers *Excess Force and False Arrest* shared the top position as the most frequent reason for complaints.
- The most frequently cited circumstances leading to the complaints against both Control and Experimental Officers involved *Arrest* situations.
- The most frequent disposition of the complaints was a judgment of *Unfounded* or *Not Sustained* for both Control and Experimental Officers.

Crime Statistics

Prior to finalizing the evaluation design parameters for the Community Profile Project, crime statistics were generally assumed to be one of several indicators of Project impact. The ultimate adoption of a more geographically dispersed impact area (22 beats vs. five), with a less intensive application of profile activities on the respective beats, made it unlikely that there could be any observable impact on incidence of crime during the field phase. Having both Experimental and Control Officers working the same target beats provided certain attendant benefits in comparing the two groups but removed the already small possibility of seeing crime control efforts in this pilot test.

The monthly reporting of crime by the SDPD is tabulated only for selected crimes and in a manner (by beat and census tract) which does not facilitate direct correlation against individual officer performance. SDC's analysis of crime data indicated that more than 25 percent of reported crime involved incidents where the time of occurrence could not be isolated to a particular watch period.

With the focus of the evaluation on the internalization of a new patrol concept—i.e., on the changes regarding the officers and not the beat—the statistics on reported crime, while interesting, were not directly relevant to the evaluation design and could not be used as a measure of project impact.

THE EVALUATION PROCESS DURING THE PROJECT FIELD PHASE

Comparability of the Experimental and Control Groups

The experimental design of the Community Profile Project was carefully constructed to limit the differences between Experimental and Control Groups to those variables that constituted the experiment, i.e., special training, supervision, and use of patrol time. Tenure of assignment on a particular beat was not viewed as an experimental variable and, therefore, was controlled by provisions intended to insure that both groups would remain assigned to the same beats throughout the course of the experiment. Baseline data were collected and analyzed to insure that beat tenure prior to the experiment was comparable between the two groups of officers.

In mid-December, following a memo-reminder from the on-site evaluator to Northern Patrol Administration concerning recommended shift rotation of Experimental and Control Officers, a meeting was called regarding the upcoming shift change which was scheduled for January 18. The Administration stated that while rotation of Experimental Officers on the same beat had been assured by the SDPD and would be adhered to, a similar rotation of all Control Officers could not be supported. Northern Division Patrol was described as having a serious manpower shortage particularly on the first and third watch, which meant that some lower priority beats could not have designated units assigned.

This condition resulted in a substantial reorganization of Northern Division beat assignments requiring selection of nine new Control Officers on experimental beats. Because of these overriding operational considerations, control for tenure of beat assignment was considered significantly reduced, with the possibility of further loss of control occurring with the next shift change in June.

After considerable deliberation, SDC recommended that modifications be made in the experimental design such that the currently defined Control Group would become two groups. First, that subset of the

Table 4
CITIZEN COMPLAINTS BY
OFFICER GROUPS AND CLASSIFICATION

COMPLAINT CLASSIFICATION	CONTROL GROUP		EXPERIMENTAL GROUP	
	(N)	(%)	(N)	(%)
Nature of:				
Discourtesy	3	50.0	1	11.1
Discrimination	0	0.0	0	0.0
Excess Force	0	0.0	3	33.3
False Arrest	1	16.7	3	33.3
Poor Service	1	16.7	0	0.0
Search and Seizure	0	0.0	2	22.2
Conduct Unbecoming	1	16.7	0	0.0
Other ^a	0	0.0	0	0.0
	<u>6</u>	<u>100.1^b</u>	<u>9</u>	<u>99.9^b</u>
Complaint result of:				
Arrest	2	33.3	3	33.3
Citation	0	0.0	1	11.1
Field Interrogation	1	16.7	0	0.0
Investigation	0	0.0	0	0.0
Radio Call	0	0.0	1	11.1
Traffic Warning	0	0.0	2	22.2
Other/Unknown	3	50.0	2	22.2
	<u>6</u>	<u>100.0</u>	<u>9</u>	<u>99.9^b</u>
Disposition of:				
Sustained	0	0.0	1	11.1
Not Sustained	2	33.3	2	22.2
Exonerated	1	16.7	0	0.0
Unfounded	2	33.3	5	55.6
City Attorney	1	16.7	1	11.1
Misconduct Note	0	0.0	0	0.0
	<u>6</u>	<u>100.0</u>	<u>9</u>	<u>100.0</u>

^aOther is designated for situations not covered by a specific category, e.g., a traffic citation or warning considered *unjustified*, loss or improper handling of property, etc.

^bDue to rounding, totals may not add to 100 percent.

NOTE: Data are from August 1, 1973 through October 31, 1973.

original Control Officers (C_1) who maintained continuity in their beat assignments was to be used to measure the differences in beat knowledge and in patrol performance resulting from experimental profile activities as compared with the knowledge and patrol performance resulting from normal patrol activities of equal duration. Fourteen officers were in the C_1 group.

The non-tenured Control Group (C_2) was to be a variable group composed of whatever set of non-Experimental Officers was assigned to the selected beats at the time of the particular measurements. This group was to be used primarily to compare tested attitudinal and reported activity differences. The critical question was whether the size of the tenured Control Group (C_1) would remain large enough for comparison purposes.

Late in February the evaluation design was again disrupted when one of the 23 Experimental Officers resigned from the SDPD. The possibility of such an occurrence had already been considered during the

Planning Phase; and its result would be dropping the respective beat and corresponding Control Officer from the experiment. In mid-May the number of remaining Experimental Officers was reduced from 22 to 21 when one of the two probationary Experimental Officers left the SDPD as a result of failing to pass his probationary period. For each Experimental Officer lost, a Control Officer was also dropped.

The patrol shift change on June 7 saw further cuts into the ranks of the original group of Control Officers. The results were that eleven "tenured" Control Officers (C_1) remained on their original beats and a total of ten "untenured" Control Officers (C_2) supplemented the composition of the Control Group. The experimental populations (Experimental and Control Groups) were kept intact for the remaining three and one-half months of the project field phase.

Supplemental Data Surveys

December Survey. Soon after the beginning of the Experimental Officers' field phase activities the first of three Supplemental Data Surveys was initiated by the evaluation team. The time period for the survey covered 20 consecutive days from December 9 through December 28, 1973. As previously stated, the purpose of the supplement was the collection of ongoing trend data reflecting the patrol officer's daily perception of his job. (See Appendix C and discussion earlier in this chapter.)

Because of the need to maintain the anonymity of the Control Group it was necessary for all Northern Division patrol officers to participate in the survey.

Approximately one week before the survey period, a memo was read at each patrol line-up describing the purpose of the survey and the confidential treatment of response data by the evaluation team.

Procedures for collecting the daily supplements called for the "late report sergeant" to verify during each of the 20 days that each patrol officer turned in, at the end of the watch, a completed supplemental report which was to be deposited in a sealed container.

Early in the course of the 20-day survey, it became obvious that not all patrol officers were turning in the daily report supplement. (The response rate was approximately 50 percent of both groups of officers.)

This was substantiated in candid conversations with several patrol officers who stated that many fellow officers believed that because the report required them to provide personal identification (badge number) any negative comments could be construed in the eyes of the SDPD as "an attitude problem" which could hurt their promotability. Therefore, many officers either would not turn in a supplement or would respond in a manner considered to be non-compromising. While such concerns were anticipated and every effort made to assure the confidentiality of individual responses, it is extremely difficult to measure the pervasiveness of such an attitude, be it just talk or reality.

March Survey. The second Supplemental Data Survey was conducted over the 20-day period of March 10 through March 30, 1974. As with the first such survey in December, the same general response pattern was noted regarding the number of completed supplement reports. In an effort to assess the extent of non-compliance, an audit was conducted which involved a direct comparison of the number of Daily Supplements against the number of Daily Activity Reports which should total the same. The following percentages represent Experimental and Control Group response rates by watch during a sample time segment of the supplement period (March 22 through March 28).

RESPONSE RATES FOR COMPLETION OF DAILY REPORT SUPPLEMENTS

GROUP	1st WATCH (%)	2nd WATCH (%)	3rd WATCH (%)	TOTAL (%)
Experimental	61	30	59	51
Control	52	50	47	49

NOTE: Data are from March 22-28, 1974.

As had been anticipated from the earlier experience, the return rate was approximately 50 percent with no significant difference in the rate of return of the two groups.

July Survey. The third and final Supplemental Data Survey was conducted during July for the 20-day period of July 7 through July 26, 1974. As with the previous two supplemental surveys the rate of return was about 50 percent. A small percentage of the non-respondents can be attributed to legitimate absences, e.g., time off, sickness, other duty, etc. A few completed supplements could not be counted because officers failed to identify themselves by badge number. However, the majority of non-respondents appeared to be those who simply did not wish to perform "additional paperwork" not specifically required by their supervisors.

Officer Daily Activity

The evaluation team's initial encounter with collecting and accumulating officer daily activity during the baseline phase pointed out the futility of a daily collection of activity data during the field phase of the project. The sheer volume and inability to selectively retrieve individual officer activity data, except by hand tally, pointed out the need for a more realistic approach involving periodic sampling of activity data for Experimental/Control Group comparison.

The result was the selection of three comparison periods which would coincide with the changes in watch assignments of Northern Division patrol officers. Time slots within the months of December, March, and July were chosen—specifically the seven-day periods of December 21 through 27, March 22 through 28, and July 19 through 25. These periods also coincided with the three Supplemental Data Surveys, which offered promise of potential cross-checking of response patterns of the two groups of officers. The consolidated three-period Officer Activity Summary (see Table 19), plus the sample week baseline data, provides a general frame of reference for comparison purposes.

Patrol Officer Surveys (Trend and Final)

The mid-April time frame had been originally selected as the appropriate time for conducting the *Trend* Patrol Officer Survey. April was the midpoint of the project field phase and the experimental officers had undergone the first of two shift rotations. Unfortunately during that month, a large contingent of recruit trainees from the Police Academy were assigned midterm temporary patrol duties in the Northern Patrol Division. The decision was made to postpone the survey until after the trainees returned to the Academy. As a result, the survey did not get underway until early May.

The questionnaire remained the same except that personal background questions were excluded and questions dealing with project impact were added.

Procedures for completing the questionnaire remained the same except that officers were allowed to take the questionnaire home at the end of the watch, and to complete the questionnaire, if they wished, during their off-duty hours. This option did not appear to improve the quality of response either in terms of completeness or timeliness of returning the finished questionnaire.

The *Final* Patrol Officer Survey was initiated the first of September 1 and was scheduled to be completed about September 12, which was the official close of the field phase of the Community Profile Project. As with the two previous patrol surveys, it was necessary to include all patrol personnel at Northern Division in the surveys so as not to divulge the identity of the Control Group. Problems were again encountered in collecting completed questionnaires from all Northern Division patrol officers and sergeants. The variability associated with normal days off, vacation, time off, sick leave, court time, etc., contributed to delaying the completion until mid-October.

Management's Assessment of the Community Profile Project

The purpose of the management interviews, as mentioned earlier, was to solicit middle and top management opinion and insight regarding their assessment of the impact of the Community Profile Approach in terms of improving police patrol practice. The first two series of interviews were conducted during the course of the field phase activities. The dates selected were the weeks of January 14 and May 3. The final series of interviews were conducted upon completion of the field phase activities over the two-week period between September 24 and October 4.

The issues addressed in the January and May interviews were directed at obtaining management opinion regarding project impact on operations and personnel rather than a final assessment of the project. Opinions obtained from the first two series of interviews generally supported the following observations:

- Experimental Officer *morale* was improved. Early in the project most managers attributed this to the use of handi-talkies, opportunity for paid overtime, and relief from typical quantitative performance assessment by patrol supervision; while later many identified the differing approach to patrol practice as the primary reason.
- A moderate *negative morale* reaction by non-participating officers was noted later in the project by some of the interviewees. This was attributed to the experimental constraint of freezing most of the patrol officers at Northern to their existing beats. The specific beat and watch assignment is, in practice, the determining factor which regulates the patrol officer's days off. (Accommodation to officer preferences in beat and watch assignments has traditionally been an important part of the SDPD reward/incentive system.) Therefore, personal off-duty preferences could not be practically accommodated without conflicting with the experimental controls necessary to support comparative measures of *beat accountability*.
- Interviewees reported few, if any, interpersonal conflicts between participating and non-participating officers regarding *patrol field responsibilities*.
- The issue of *workload balancing and manpower scheduling* was considered by most interviewees as the most imposing problem throughout the project's field phase. Patrol manpower scheduling under normal conditions is a controversial issue requiring considerable attention. During the project's field phase Northern Division Patrol experienced a significant manpower reduction due to retirements, resignations, and transfers. Typically when manpower is short, several of the lower priority beats⁷ on the first and third watches would not be assigned to a specific patrol unit. Due to the experimental condition of freezing Experimental and Control Officers to their existing beat, patrol administration lost some of its flexibility to reassign manpower to those beats considered highest in priority.

NOTES

1. Determination of citizen satisfaction with police services resulting from new police service strategies ultimately was not possible due to the sharing of the same beat by both Experimental and Control Officers, the relatively short duration of the project, and the consequent financial limitations placed on the evaluation which excluded the use of Community Attitude Surveys for assessing citizen satisfaction with police services.
2. Project Staff, *Community Profiling and Police Patrol: Final Staff Report of the Community Profile Development Project* (San Diego Police Department, 1974), p. 23.
3. *Experimental Officers* were designated as those officers who had been randomly selected to participate in the specialized training and all aspects of the Community Profile Development experiment.

Control Officers were designated as those officers who had been randomly selected and whose performance was to be observed for comparison against the Experimental Officers. The Control Officers were not aware of their status, did not receive special training, and were not asked to perform any project-designated activities.
4. In-person interviews were conducted by the Evaluation Staff with patrol management, i.e., lieutenants, captains and inspectors from both the Northern and Central Stations. Additionally, the final series of interviews in September 1974 involved top Department administration including the Patrol Division Commander, the Deputy Chief, and the Chief of Police.
5. Although the limitations of this small sample were recognized, a more comprehensive baseline was not available through the Department.
6. All 22 beats were not manned on all three watches over the course of the sample week. This accounts for the discrepancy between the theoretical number of 462 activity reports expected and the 350 actual activity reports that were analyzed.
7. Beat priorities are periodically reviewed and re-designated based on prior Calls-for-Service experience.

III. ASSESSMENT OF IMPACT MEASURES

INTRODUCTION

SDC's analyses, findings, and conclusions for each of the seven major project impact measures identified in the approved Evaluation Design for the SDPD Community Profile experiment are presented below. Every attempt has been made to treat each measure in a thorough and consistent manner based on the available data. The presentation format for each measure involves four elements: (1) a statement summarizing the changes sought by the project; (2) SDC's analysis of the available data; (3) SDC's findings along with supporting tables, statistical tests of significance and observations from various sources, e.g., surveys, statistical reports, profile reports, interviews, etc.; and (4) SDC's conclusions regarding the extent and type of change achieved for each of the selected measures.

Discussion of the seven major impact measures are presented in the following order:

- Changes in patrol officer behavior
- Changes in beat knowledge
- Changes in the level of job satisfaction
- Perceived support from the community, other departmental resources, and local service agencies
- Changes in officer perception of patrol practice
- Change in the use of time and productivity of patrol officers
- Impact of the Community Profile Approach on patrol practice.

An eighth measure, *Assessing the implications of beat tenure on impact measures*, was included because of the need to conduct a special test of the above measures as a function of the length of time an officer works the same beat.

CHANGES IN PATROL OFFICER BEHAVIOR

Behavioral Changes Sought by the Community Profile Project

Improved beat accountability has been described as a fundamental precept of the Community Profile Approach to patrol practice. In the words of the Project staff, "Beat accountability refers basically to a patrol officer's continuing development of a personal sense of responsibility for the people and problems of his beat." Expected officer behavior was described as "manifested by an officer's actual responsiveness to beat conditions, and by his increased willingness to get involved in the community and help people solve such problems as pertain to the police service function."¹

Assessing Behavioral Changes in Patrol Officers

The type and extent of change achieved in the behavior of the specially trained Experimental Officers was difficult to assess. Due to limitations of time, money and manpower, direct observation by the evaluation staff of police-citizen interaction was not possible nor was a survey of the recipients of police services. In lieu of such data three other sources of information were used: (1) the self-reported use of community referral resources; (2) the Experimental Officers' own self-evaluation of the project's impact on their behavior; and (3) assessments made by the San Diego Police Department's middle and top management.

Working with Community Referral Resources and Services. The SDPD Project staff had urged the Experimental Officers to explore new options in bringing local resources to bear on the non-criminal problems encountered in their work. Early in the project the officers were provided with an exhaustive directory of social service agencies² to support the officers' referral initiatives.³

During the Trend and Final Patrol Officer Surveys, each officer was asked to record his estimates of the number of referrals he had made to various agencies since his last change of watch assignment. The 109 separate potential referral agencies were grouped into 13 major categories (see Table 5). The percentage of each group of officers (Control and Experimental) which made one or more referrals in each category was calculated as a measure of the extent to which each group was involved in referral activities. The average number of referrals made per officer in each agency category was also calculated as a measure of the extent of referral activity in each group. Comparisons were then made of the changes occurring in these two calculations (percent of participation and level of activity) between the two survey periods (see Table 5A). Additionally, the officers were asked to rate the adequacy of resources and services provided to citizens in their beat (see Table 5B).

Analysis of the above data resulted in the following observations:

- There were no statistically significant differences between the Control and Experimental Groups with regard to referral participation or the levels of referral activity.
- The Experimental Group reported higher percentages of officer participation in making referrals in eight of the 13 categories while the Control Group led in five categories (based on combined responses from the Trend and Final Surveys).
- The Control Group reported a higher average level (frequency) of referrals per officer in ten of the 13 categories while the Experimental Group led in three (based on combined data from the two surveys).
- Between surveys, the Experimental Group showed an overall decline in the percentages of officers reporting referral activity while there was a slight increase in the reported level of Control Group participation.
- Between surveys, the Experimental Group showed a slight decline in the average number of referrals per officer, while the Control Group maintained approximately the same average.
- No statistically significant differences were noted in officer group responses in the Final Survey, regarding the adequacy of resources and services (see Table 5B).

Interestingly, the two categories of service⁴ receiving the lowest assessment of adequacy by both groups of officers were *Police-Sponsored Programs* and *Criminal Justice Agencies*. Only 27.1 percent of the combined group of officers (Experimental and Control) rated most of the *Police-Sponsored Programs* as *adequate*. Half of each group of officers rated none of the services provided by *Police Sponsored Programs* as adequate for citizens on their beat. Only 29.2 percent of the combined group of officers rated most of the *Criminal Justice Agencies* as adequately servicing the needs of citizens on their beat. Fifty percent of the Experimental Officers and 37.5 percent of the Control Officers rated none of the services provided by the *Criminal Justice Agencies* as adequate for citizens on their beat.

Table 5
USE OF REFERRAL RESOURCES

A. OFFICER REPORTED REFERRAL ACTIVITY

REFERRAL TYPE	CONTROL GROUP (N = 24)				EXPERIMENTAL GROUP (N = 24)			
	PERCENTAGE MAKING REFERRALS ^a		AVERAGE NUMBER OF REFERRALS PER OFFICER ^b		PERCENTAGE MAKING REFERRALS ^a		AVERAGE NUMBER OF REFERRALS PER OFFICER ^b	
	TREND	FINAL	TREND	FINAL	TREND	FINAL	TREND	FINAL
Medical	54.2	50.0	24.5	38.8	70.8	70.8	47.6	39.2
Drug/Alcohol	45.8	41.7	16.0	13.2	58.3	58.3	13.1	10.2
Other Emergency	33.3	45.8	22.3	11.5	54.2	45.8	11.6	7.3
Counseling	20.8	25.0	26.6	12.8	58.3	33.3	7.8	13.6
Social Services	29.2	29.2	24.0	15.4	37.5	37.5	11.8	9.4
Community-wide Resources ^c	16.7	25.0	11.3	11.3	25.0	25.0	7.3	5.3
Police-sponsored Programs	12.5	26.7	16.0	11.0	29.2	8.4	13.6	15.5
Library Service	16.7	12.5	13.0	17.7	8.3	4.2	6.5	1.0
Educational/School	16.7	16.8	19.8	42.0	16.7	8.4	19.0	4.0
Recreational Services	20.8	29.2	35.2	35.3	12.5	8.4	46.7	28.5
Criminal Justice Agencies	20.8	25.0	61.6	49.7	33.3	33.3	37.1	34.6
Hobby/Crafts	0.0	8.4	0.0	46.5	4.2	0.0	3.0	0.0
Transportation	16.7	25.0	15.5	32.3	8.3	4.2	7.0	15.0

^aPercentages of officers in the group making one or more referrals.

^bAverages for those officers making one or more referrals.

^cMiscellaneous advisory and service agencies, e.g., post offices, Travelers Aid, Farm Labor Offices, etc.

B. OFFICERS INDICATING MAJORITY OF SERVICES WERE ADEQUATE

RESOURCE/SERVICE CATEGORY	CONTROL GROUP (%)	EXPERIMENTAL GROUP (%)	COMBINED GROUP (%)
Medical Services	79.2	66.7	72.9
Drug/Alcohol Services	58.3	45.8	52.0
Other Emergency Services	79.2	75.0	77.0
Counseling Services	45.8	41.8	43.8
Social Services	41.8	29.2	35.5
Community-wide Resources	45.8	29.2	37.5
Police-sponsored Programs	29.2	25.0	27.1
Library Services	66.7	70.8	68.7
Education/Schools	45.8	45.8	45.8
Recreational Services	54.2	54.2	54.2
Criminal Justice Agencies	29.2	29.2	29.2
Hobby/Crafts	41.8	37.5	39.6
Transportation	54.2	62.5	58.3
Average Percentage	51.6	47.1	49.3

NOTE: Data are from Final Survey responses.

With the exception of *Library Services* and *Transportation*, the Control Group consistently indicated a higher adequacy rating of services provided to citizens on their beats than did the Experimental Group.

The two categories showing the greatest difference in the adequacy rating between the two officer groups were *Community-wide Resources* and *Social Services*.

The community profile staff, during the formal training of the Experimental Officers, had underscored the utility of the Citizen Action Request (see Chapter II) as a means for identifying community problems and facilitating their solution at the field officer level. Data collected throughout the project field phase from December 1973 to August 1974 indicated that Experimental Officers initiated 22 Citizen Action Requests while Control Officers initiated none for the same period. One of the Experimental Officers concluded in his CPDP Profile Report No. 4, that "We have had very good success with the Citizen Action Request in that the problems have been taken care of and the citizens have been contacted as promised. The requests that we turned in ranged from fixing broken street lights to having abandoned swimming pools removed."

Self-Assessment of the Project Impact on Attitudes and Behavior. The questions in the Patrol Officer Survey that related to officer behavior dealt with the extent of impact the Project had on the respondents in terms of: (1) being a better police officer, (2) relating better to the residents with whom they came in contact, and (3) their willingness to participate in the project if, in fact, they had not already. The questions were designed to solicit response on the first two questions only from Experimental Officers—non-participant (Control Officer) responses were sought only on the third question.⁵

Experimental Officers responding to the first question indicated that 70.8 percent of the group thought that the Community Profile Project had a *very positive impact* on their being better police officers. Twenty-five percent of the group indicated they thought the Project had a *slightly positive impact* and one officer indicated a *slightly negative impact*.

Practically unanimous agreement (95.8 percent) was indicated by the Experimental Officers in associating their project participation with relating better to the residents with whom they came in contact as police officers. One of the Experimental Officers indicated disagreement with this position.

Only 50 percent of the Control Officers responded to the question dealing with their interest in participating in the Community Profile Project or one like it. Of those that responded, 50 percent indicated *Yes* and 50 percent indicated *No*.

Several questions in the Patrol Officer Survey were included as a limited comparison measure of community involvement by the two groups of beat patrol officers. These questions dealt with: (1) the amount of off duty social contact the officers had with residents in their beat, (2) the number of community members the officers knew in their patrol area on a first name basis, (3) whether the officers had ever written a letter or talked with community leaders in their beats, and (4) how many close friends the officers had in their patrol area.⁶

Using the chi-squares test, the only question in the Final Survey found to show (at the .05 probability level) a statistically significant difference in the responses of the two groups of officers was the question dealing with communicating with community leaders in the officer's beat (see Table 6, columns 2, 4). The Experimental Group's positive response of 87.5 percent was significantly greater than the Control Group's positive response of 33.3 percent. The Baseline Survey responses (columns 1, 3) to this question reflected no statistically significant differences between the two groups of officers. The chi-squares test was then applied to Experimental and Control Group responses separately, comparing baseline against final. A high degree of statistical significance was noted in comparing the Experimental Group's Baseline Survey response against its Final Survey Response. No statistically significant differences were noted in comparing the Control Group's Baseline and Final responses.

The results at the time of the Baseline Survey indicate that more than 60 percent of both groups of officers reported no verbal or written communication with community leaders on their beat. At the time of the Final Survey, the Control Officer response remained the same while the Experimental Officer response reflected a significant increase in the level of police-community leader communication.

While the extent of prior community involvement by patrol officers could not be directly assessed, there was strong evidence indicating that active involvement in San Diego communities by patrol officers prior to the project was not common practice. The administrative roadblocks Experimental Officers encountered from Northern Patrol administration in obtaining approval for alternative patrol strategies attest to the fact that such initiatives were not encouraged nor commonplace in the SDPD.

Some of the more salient community involvement initiatives taken by various Experimental Officers

Table 6
GROUP RESPONSES TO COMMUNICATING WITH COMMUNITY LEADERS

"HAVE YOU EVER WRITTEN A LETTER OR TALKED WITH A COMMUNITY LEADER IN YOUR BEAT?"	CONTROL GROUP		EXPERIMENTAL GROUP	
	BASELINE N = 26 (%)	FINAL N = 24 (%)	BASELINE N = 26 (%)	FINAL N = 24 (%)
No	65.4	66.7	61.5	12.5
Yes, a few times	19.2	29.2	30.8	41.7
Yes, a lot of times	15.4	4.1	7.7	45.8

BETWEEN GROUP CHANGES

Baseline Columns 1 & 3
 $\chi^2 = 1.39$, df = 2, NS

Final Columns 2 & 4
 $\chi^2 = 17.74$, df = 2, $p = <.01$

WITHIN GROUP CHANGES

Control Columns 1 & 2
 $\chi^2 = 2.05$, df = 2, NS

Experimental Columns 3 & 4
 $\chi^2 = 15.38$, df = 2, $p = <.01$

included attending and sponsoring community meetings, conducting special classes in specific areas of beat problems, publishing open letters in community newspapers, and inviting occasional citizen ride-alongs.

During the field phase of the project, the Experimental Officers attended and/or sponsored several dozen community meetings. As far as is known, no such meetings were attended by or sponsored by the Control Officers or other non-participating patrol officers. One of the Experimental Officers made the following observation:⁷ *"I have found that attending (as well as sponsoring) community meetings has been the single most effective method of obtaining more beat knowledge, community understanding, and community support. Also gained from the community meetings was the educating of the community about the police and its goals and objectives. It was amazing to me to discover that people are eager to know more about the police and they really do want to help."* One of the Experimental Sergeants concluded:⁸ *"Self-initiated programs and community meetings were a tremendous success. The first community meeting I attended was with two beat officers in Rancho Bernardo. The people were at first shocked to find their own beat officers standing in front of the room being introduced as the officers responsible for bringing police services to their community. For the first time they were actually hearing from the beat cop not the administration."*

The Project staff commented in their Final Staff Report that "officer sponsorship of neighborhood meetings was not an unqualified success. For example, another officer sponsored a meeting with the cooperation of the principal of a school on his beat. The meeting was planned well in advance and 800 flyers were distributed through the school but only 17 people showed up."⁹ The same officer, at a later date, sponsored a "shoplifting class" for the commercial businessmen on his beat. In this instance the turnout of merchants was excellent. Perhaps this experience points out the public's general apathy toward police/citizen dialogue unless motivated by a perceived serious community problem or when the purpose of the meeting is understood to have specific relevance to the individuals involved.

Assessments Made by Middle and Top Management. In the final interview with SDPD middle and top management, the interviewees generally supported the opinion that beat accountability on the part of patrol officers was a critical factor in achieving patrol operational effectiveness. Several indicated that departmental policies, in recent years, tended to hinder rather than support the objective of improving patrol officer beat accountability.

Some additional comments follow:

- "At present there exists a general lack of sensitivity to the public's need."

- "Patrol officer beat accountability has been lost at Northern except in the case of the Profile Officers."
- "The Community Profile Approach to beat accountability can be considered a hybrid team policing model which I believe is more effective and provides a greater level of service to the community than other applications of team policing."
- "Beat accountability in the past had been set aside because of high turnover...CPDP reinforced greater patrol officer accountability."

The response to the question on community involvement stimulated mixed reactions from the interviewees. For the most part, they supported community involvement on the part of the beat officer but felt the extent of involvement must be closely monitored by patrol supervisors. Some of the responses were:

- "A patrol officer can be more effective working a beat where he lives...in general, I support more citizen interaction for purposes of assessing beat problems."
- "Community involvement can reach a point of diminishing returns especially if the officer spends too much time with only those segments of the community he feels most comfortable with... It requires extra supervisory attention and interaction with the officer."
- "The most outspoken individuals may not necessarily be representative of the community. It is very difficult to increase community support beyond that which already exists."
- "Improved police services demand greater community involvement."
- "Community meetings should be 'problem-oriented,' not just a 'pep' talk to generate support for the Department."
- "The Community Profile Project exemplifies the proper perspective of community involvement."
- "CPDP emphasis appears to be well received by the public... It may be too costly in terms of overtime pay for officers."

The question regarding community involvement generated the most comments from management. Most comments were supportive of community involvement by the beat officer, but with some limits.

Other Behavior Indicators. The evaluation staff monitored the incidents of citizen complaints and commendations affecting officers from both groups in an attempt to assess the implications of the increased project emphasis on patrol officer-community involvement and citizen interaction. The analysis of complaints¹⁰ presented in Table 7 was based on the total number of complaints against the two groups of officers over the nine month period beginning December 1, 1973 and ending August 31, 1974. Coincidentally, both groups received an equal number of citizen complaints (41) against individual officers over the designated period.

The most frequent alleged reason for complaints against officers from both groups was *discourtesy* (Control Group, 17.1 percent; Experimental Group, 29.3 percent).

The most frequently cited circumstances behind the complaints appeared to involve an *arrest* situation (Control Group, 36.6 percent; Experimental Group, 53.6 percent).

The most frequent disposition of the complaints was a judgment of *unfounded* (Control Group, 36.0 percent; Experimental Group, 68.3 percent). Only 9.8 percent of the complaints against officers in the Control Group, and 2.4 percent of the complaints against officers in the Experimental Group were *sustained*.

Based on the complaint statistics collected for the two *groups* of officers over the nine-month period, the increased project emphasis on Experimental Officer community involvement and citizen interaction

had no impact on the frequency of citizen complaints against the officers.

Judging officer behavior from a more positive perspective, it should be noted that commendations are frequently received by patrol officers for recognition of meritorious performance. During the same nine-month period, Experimental Officers received more than three times as many citizen commendations as did the Control Officers (Experimental Officers, 101 commendations; Control Officers, 32 commendations).

Conclusions

The basic issue addressed here was whether or not the Experimental Group's behavior reflected an increased level of beat accountability and/or community involvement. Analysis of the individual data sources used to assess changes in officer attitudes and behavior¹¹ resulted in somewhat conflicting indications of the changes that may have occurred due to the Community Profile experiment.

Analysis of the survey responses on referral activity indicated no significant differences between the Control and Experimental Groups. The use of referral agencies as a means for dealing with non-criminal problems encountered in patrol work apparently did not receive much support from either group of officers. In fact, the Experimental Officers were generally negative in their statements regarding the service rendered by social service agencies, which may explain their limited use of referral services.

Analysis of survey responses involving community interaction indicated a marked change in the Experimental Officers' community involvement and a statistically significant difference between the two groups of officers. This positive change in community involvement was supported in comments made by Experimental Officers in their profile reports. The Control Officers did not complete profile journals or periodic profile reports as did the Experimental Officers, who reported extensive community involvement and reflected a sense of increased beat accountability.

Generally speaking, neither group of officers utilized Citizen Action Requests to the extent that had been anticipated. This was also the case throughout the SDPD. The Experimental Group did initiate a significantly greater number of Citizen Action Requests than did the Control Group (Experimental Group, 22, Control Group, 0).

There were no significant group differences with regard to the total number of Citizen Complaints and their dispositions; however, the Experimental Group received significantly more letters of commendation from citizens than did the Control Group.

The results of interviews with SDPD managers regarding the desirability of increased officer beat accountability and community involvement were inconclusive. In fact, considerable variation of individual interpretation was encountered in the meaning of the terms *beat accountability* and *community involvement*.

CHANGES IN BEAT KNOWLEDGE

New Dimensions of Beat Knowledge Sought by the Community Profile Project

Beginning with the formal Community Profile training and reinforced throughout the field phase, the Project staff emphasized the inseparability of the issues of beat accountability, community involvement, and beat knowledge. Beat accountability has been described as characterized by a patrol officer's fully reasoned and responsive involvement in the neighborhoods and communities of his or her beat. Beat knowledge was defined to "*encompass not only a growing awareness of the potential patrol capabilities and limitations to deal with a wide range of beat problems, but also an awareness of community resources which the officer could rely on to continue the problem-solving process in areas where the officer lacked expertise or jurisdiction.*"¹²

A broad range of community identification methods—e.g., imagability studies, social area analysis, and crime analysis—were presented in the formal training and supported in the field phase by providing the officers with beat-specific crime and census statistics, a directory of community referral agencies, and additional demographic information regarding the communities they served. More important, the project staff considered the disciplined process of regular data collection, analysis of beat conditions, and the recording of findings in the officer's profile journal as critical parts of improving beat knowledge.

Assessing Knowledge as a Function of Changes in Patrol Practice

The series of patrol officer surveys conducted before, during, and after the field phase of the Community Profile Project were used as a principal indicator of project impact regarding changes in patrol

Table 7
CITIZEN COMPLAINTS BY
OFFICER GROUPS AND CLASSIFICATION

COMPLAINT CLASSIFICATION	CONTROL GROUP		EXPERIMENTAL GROUP	
	(N)	(%)	(N)	(%)
Nature of:				
Discourtesy	7	17.1	12	29.3
Discrimination	0	0.0	0	0.0
Excess Force	7	17.1	7	17.1
False Arrest	3	7.3	11	26.8
Poor Service	6	14.6	2	4.9
Search and Seizure	2	4.9	1	2.4
Conduct Unbecoming	2	4.9	3	7.3
Other ^a	14	34.1	5	12.2
	41	100.0	41	100.0
Complaint result of:				
Arrest	15	36.6	22	53.6
Citation	8	19.5	2	4.9
Field Interrogation	1	2.4	3	7.3
Investigation	5	12.2	1	2.4
Radio Call	5	12.2	3	7.3
Traffic Warning	2	4.9	2	4.9
Other/Unknown	5	12.2	8	19.6
	41	100.0	41	100.0
Disposition of:				
Sustained	4	9.8	1	2.4
Not Sustained	9	22.0	6	14.6
Exonerated	2	4.9	0	0.0
Unfounded	23	56.0	28	68.3
City Attorney	1	2.4	5	12.2
Misconduct Note	2	4.9	1	2.4
	41	100.0	41	99.9 ^b

^aOther is designated for situations not covered by a specific category, e.g., a traffic citation or warning considered *unjustified*, loss or improper handling of property, etc.

^bDue to rounding, totals may not add to 100 percent.

NOTE: Data are from December 1, 1973 through August 31, 1974.

officer knowledge gained from project activities and the values officers associate with various types of information. An additional source of evaluation data was the Experimental Officers' own comments and perceptions as recorded in their profile reports.

Knowledge of Resources and Services. Inherent in the Community Profile concept was the expectation that those patrol officers who developed a community service orientation would make the effort to identify and evaluate community resources and services that could potentially be brought to bear in order to better serve the citizens of the officer's patrol beat.

The SDC-developed patrol officer survey instrument identified 13 major types of resources and services which included a total of 109 individual items. Each officer was asked to indicate: (1) the availability of the resource or service on his beat, and (2) his assessment of the quality of the service provided.

The analysis of this data consisted of comparing the responses of the two groups of officers in terms of the percentages of each group who felt that they were sufficiently knowledgeable to respond to the questions of availability and quality for each of the 13 types of resources and services. Such comparisons

Table 8
OFFICER KNOWLEDGE OF RESOURCES/SERVICES
AVAILABILITY IN BEAT

RESOURCE/SERVICE CATEGORY	BASELINE SURVEY		FINAL SURVEY	
	CONTROL GROUP (%)	EXPERIMENTAL GROUP (%)	CONTROL GROUP (%)	EXPERIMENTAL GROUP (%)
Medical	61.5	53.8	87.5	87.5
Percent of change			+26.0	+33.7
Drug/Alcohol	61.5	52.3	66.7	87.5
Percent of change			+ 5.2	+35.2
Other Emergencies	76.9	57.7	79.2	95.8
Percent of change			+ 2.3	+38.1
Counseling	65.4	15.4	58.3	83.3
Percent of change			- 7.1	+67.9
Social Services	38.5	11.5	41.7	45.8
Percent of change			+ 3.2	+34.3
Community-wide Resources	50.0	11.5	50.0	54.2
Percent of change			0	+42.7
Police-sponsored Programs	50.0	26.9	62.5	83.3
Percent of change			+12.5	+56.4
Library Services	65.4	34.6	58.3	83.3
Percent of change			- 7.1	+48.7
Education/Schools	79.2	38.5	79.2	79.2
Percent of change			0	+40.7
Recreational Services	57.7	30.8	62.5	54.2
Percent of change			+ 4.8	+23.4
Criminal Justice Agencies	76.9	57.7	83.3	87.5
Percent of change			+ 6.4	+29.8
Hobby/Crafts	65.4	38.5	70.8	83.3
Percent of change			+ 5.4	+44.8
Transportation	42.3	26.9	75.0	75.0
Percent of change			+32.7	+48.1
Average Percent of Change			+ 4.7	+41.8

were made for the Baseline Period Survey and the Final Survey. Finally, a comparison of the percentages of the two groups indicates increased knowledge was compared.

(1) *Availability of Resources and Services (see Table 8).*

Before the start of the Community Profile experiment, those officers selected to receive the special training and participate as the Experimental Group indicated less knowledge about the availability of all 13 categories of resources and services than did the Control Group.

At the conclusion of the experiment when the final survey was taken, the Experimental Group indicated equivalent or greater knowledge of 12 of the 13 categories than did the Control Group. The category of *Recreational Services* was the only one where a higher percentage of Control Officers than Experimental Officers indicated an awareness of the availability on their beats.

Over the course of the experiment, the Experimental Group showed greater increases in reported knowledge in all 13 categories than did the Control Group. The average percentage increases of the two groups (the percent of officers who indicated knowledge of the availability of all 13 resources and service categories) were:

Control Officers + 4.7%

Experimental Officers + 41.8%

(2) *Knowledge of the Quality of Available Services*

Prior to the start of the Community Profile Training and field phase, the group of officers selected to become the Experimental Group indicated less knowledge about the quality of various services available to the citizens of their beats than did the Control Group of officers. Specifically, the Experimental Group reported knowing less about the quality of ten of the 13 categories of services and were tied with the Control Group on the remaining three categories (see Table 9).

When the final officer survey was conducted at the end of the experimental period, the Experimental Group indicated greater knowledge than did the Control Group in six categories, less knowledge in five categories, and equivalent knowledge in one category.

The Experimental Group showed a 17.1 percent average increase in the number of its officers who said they knew about the quality of the various services. The percentage increase for the Control Group was 2.9. The increased level of knowledge reported by the Experimental Group regarding the quality of referral services may have contributed to their lower assessment of the adequacy of the services provided.

Value and Extent of Knowledge of Neighborhood Characteristics. The concept of beat knowledge in the context of the Community Profile Approach involved many dimensions not the least of which was a social area analysis described as an essential element of the officer's community profiling process. The patrol officer survey instrument identified ten major categories of neighborhood characteristics which were designed to assess the officers' value judgment (high, moderate, or limited) of the importance of knowledge about each category as well as the extent of their knowledge (extensive, moderate or limited).

The baseline officer responses indicated only two of the ten categories of neighborhood characteristics (Type of Dwellings and Commercial/Industrial Areas) were rated as having *high* value to patrol operations by at least half of the Experimental Officers. Only one category (Commercial/Industrial Areas) received a comparable rating by at least half of the Control Officers. Neither group of officers indicated a consensus assessment of their knowledge as *extensive* for any of the categories.

Seven of the ten categories of neighborhood characteristics were rated by 50 percent or more of the Experimental Officers, in the Final Survey, as having a *high* value for patrol operations. Fifty percent or more of the Experimental Officers considered the extent of their knowledge as *extensive* regarding six of the seven categories mentioned above. The six categories rated *high* both in terms of value and knowledge follow:

- Family Housing Areas
- Commercial/Industrial Areas
- Racial Make-up

- High/Low Income Areas
- Type of Dwellings
- Parks and Recreation Areas,

Table 9
OFFICER KNOWLEDGE OF QUALITY OF SERVICES PROVIDED

RESOURCE/SERVICE CATEGORY	BASELINE SURVEY		FINAL SURVEY	
	CONTROL GROUP (%)	EXPERIMENTAL GROUP (%)	CONTROL GROUP (%)	EXPERIMENTAL GROUP (%)
Medical	38.5	26.9	33.3	37.5
Percent of change			- 5.2	+10.6
Drug/Alcohol	33.6	15.4	45.8	41.7
Percent of change			+12.2	+26.3
Other Emergency	73.1	62.3	66.7	75.0
Percent of change			- 6.4	+12.7
Counseling	53.8	15.4	45.8	33.0
Percent of change			- 8.0	+17.6
Social Services	19.2	11.5	29.2	20.8
Percent of change			+10.0	+ 9.3
Community-wide Resources	34.6	7.7	37.5	25.0
Percent of change			+ 2.9	+17.3
Police-sponsored Programs	42.3	23.1	45.8	50.0
Percent of change			+ 3.5	+26.9
Library Services	65.4	38.5	62.5	66.7
Percent of change			- 2.9	+28.2
Education/School	53.8	26.9	62.5	54.2
Percent of change			+ 8.7	+27.3
Recreational Services	50.0	26.9	54.2	37.3
Percent of change			+ 4.2	+10.6
Criminal Justice Agencies	50.0	50.0	45.8	54.2
Percent of change			- 4.2	+ 4.2
Hobby/Crafts	46.2	46.2	58.3	66.7
Percent of change			+12.1	+20.5
Transportation	30.8	30.8	41.7	41.7
Percent of change			+10.9	+10.9
Average Percent of Change			+ 2.9	+17.1

The category of *Elderly Housing Areas* was rated as high value but did not meet the test for extensive knowledge. The category of *Singles Housing Areas* was rated as extensive knowledge but did not meet the test of high value.

Three of the ten categories of neighborhood characteristics were rated by 50 percent or more of the Control Officers as having a *high* value for patrol work. A corresponding *extensive* knowledge response from 50 percent or more of the Control Officers was not indicated for any of the three *high* value categories (High/Low Income Areas, Type of Dwellings, and Commercial/Industrial Areas).

Commercial/Industrial Areas received the greatest amount of agreement from the two groups of officers (Experimental, 82.6 percent; Control, 59.1 percent) regarding *high* value rating of knowledge about neighborhood characteristics.

Parks and Recreation Areas received the greatest amount of agreement from both groups of officers (Experimental, 82.6 percent; Control, 54.5 percent) in assessing the extent of their knowledge as *extensive*.

Statistical tests (analysis of variance) of the responses to the Final Survey showed that the Experimental Officers ascribed significantly greater value to six categories of neighborhood characteristics than did the Control Officers. The Experimental Officers also reported a significantly greater extent of knowledge than the Control Officers for seven categories (see Table 10). There were no categories for which the Control Officers reported either significantly higher value ratings or extent of knowledge.

Table 10
OFFICER VALUE JUDGMENT AND KNOWLEDGE OF
NEIGHBORHOOD CHARACTERISTICS

CATEGORY	SIGNIFICANCE TEST OF HIGHER VALUE RATING	SIGNIFICANCE TEST OF GREATER EXTENT OF KNOWLEDGE
Family Housing	F = 5.39, df = 1,44, p = < .05	F = 17.67, df = 1,43, p = < .01
Singles Housing Areas	F = 5.12, df = 1,44, p = < .05	F = 28.15, df = 1,43, p = < .01
Elderly Housing Areas	F = 6.35, df = 1,43, p = < .01	F = 5.67, df = 1,43, p = < .05
Racial Make-up	F = 7.73, df = 1,44, p = < .01	F = 11.24, df = 1,43, p = < .01
Type of Dwellings	F = 1.32, df = 1,44, p = NS	F = 5.68, df = 1,43, p = < .05
Languages by Areas	F = 4.24, df = 1,45, p = < .05	F = 3.41, df = 1,44, p = NS
Community/Industrial Areas	F = 3.59, df = 1,44, p = NS	F = 8.22, df = 1,43, p = < .01
Parks and Recreation Areas	F = 5.57, df = 1,44, p = < .05	F = 4.76, df = 1,43, p = < .05
High/Low Income Areas	F = 1.66, df = 1,44, p = NS	F = 3.82, df = 1,43, p = NS
Religious Groups	F = 0.37, df = 1,44, p = NS	F = 0.01, df = 1,43, p = NS

NOTES: Data are from Final Survey responses.

All significant differences were in the direction of higher value and/or greater extent of knowledge ratings by the Experimental Group.

Value and Extent of Knowledge of Crime Information Sources. Beat specific crime statistics and other types of crime information sources were made more readily available to the Experimental Officers during the course of the project field phase.

The patrol officer survey instrument identified 18 different categories of crime-related information sources, which, as with neighborhood characteristics, were designed to assess the officers' judgment of the value of knowledge in each category as well as the extent of their knowledge.

Ten of the 14 crime-related information sources that were rated in the Baseline Survey as having *high* value for patrol work by 50 percent or more of the Experimental Officers were also selected in the Final Survey.

The four information categories that dropped in terms of a group consensus as to a *high* value rating by the Experimental Officers were as follows:

- Juvenile informants,
- Adult informants,
- Prior offenders,
- Gang territories.

This change in Experimental Group response rating may to some extent be attributable to the broad focus of project directed beat profiling and problem identification. In such a context the relative value of informant information might be considered less important to profile trained officers as one of many information sources for ascribing crimes to people and locations than for officers who have not received the special training and information support.

In contrast, the number of crime-related information source categories considered by 50 percent or more of the Control Officers to be of *high* value increased from ten in the Baseline Survey to twelve in the Final Survey.

Between the two survey periods (Baseline and Final) a tendency toward relative value shifts (higher value assessment of neighborhood characteristics) appears to have influenced the response pattern of the Experimental Officers. This was noted in comparing the group's responses for the two surveys. Fourteen of the 18 source categories reflected reduced value ratings by the Experimental Group.

During the initial survey, neither group had 50 percent or more of its officers describing the extent of their knowledge as *extensive* for any of the categories of crime information that they had rated as having *high* value. The same was true for the Final Survey with the single exception being the category *Crime Patterns and Trends* for which a minimum 50.0 percent of the Experimental Group reported *extensive* knowledge. Although the differences were not significant, the Experimental Group reported a slightly greater increase in knowledge about crime information sources.

Neither group's response patterns showed a strong correlation between a *high* value assessment with a corresponding *extensive* knowledge assessment. The single exception, as mentioned above, was the Experimental Group's response to the category of *Crime Patterns and Trends*. This was in sharp contrast to the strong correlation pattern of Experimental Officers' response in their rating of information about neighborhood characteristics. This development can in some ways be attributed to the Community Profile Project emphasis on a problem-solving patrol service orientation rather than a strictly crime-fighting orientation.

Statistical analysis of officer responses to the Final Survey showed that there were no significant differences between the Experimental and Control Groups with regard to either the value ratings or extent of knowledge about crime information sources.

Self-Assessment of Beat Knowledge. The recording of the officers' daily experiences and perceptions in their profile journals and field phase reports was considered a critical part of improving beat knowledge. In a joint report, two Experimental Officers wrote: "*Our beat knowledge has taken a broader scope since our involvement. Institutions, agencies, and community leaders suddenly became an important part of our work habits, thus increasing our beat knowledge even more.*"¹³ One of the Experimental Sergeants expressed his views as follows: "*In my opinion, there is a marked difference in beat knowledge between 'regular' patrol officers and profile officers... Leaving the man on the beat long enough to gather this kind of knowledge is mandatory. It takes at least a couple of shifts for the man to have spent enough time away from strictly called-for services to get the 'feel' of his beat, and to foster a sense of personal responsibility for the residents and their problems.*"¹⁴

In reviewing the journals and profile reports prepared by the Experimental Officers, there appeared to be almost total agreement that the meaning of beat knowledge had taken on a new dimension—one reflecting much greater awareness and understanding of community conditions. Many of the officers assessed the new dimension of beat knowledge as the key to successful and interesting patrol practice.

Beat Knowledge from Management's Perspective. The cross-section of management included in the final interviews unanimously supported the position that beat knowledge was an important prerequisite to effective patrol practice. The majority supported the contention that there was substantial room for expanding the dimensions of beat knowledge of the average beat officer. Some of the comments made are as follows:

- "The patrol officer needs a more systematic approach to beat identification which should be a continuous process involving beat analysis."
- "Greater beat tenure may be an important factor for improving beat knowledge."
- "Profile officers appear to have much greater beat knowledge...at least better than the average."
- "The Community Profile Approach is more conducive to effective problem solving on the beat."
- "Traditionally there is not enough direction from management as to its expectation of the role of the patrol officer. The 'Profile Project' has provided such direction."

While all of the interviewees were not equally informed about the total dimensions of beat knowledge encompassed in the Community Profile Approach, from what they knew they were very supportive.

Conclusions

The Experimental Group, as compared with the Control Group, showed a significant increase in its overall level of knowledge about beats with regard to:

- Availability of various resources and services,
- Quality of resources and services,
- Physical, demographic, and socio-economic characteristics of beats.

The relatively slight increase in the percentage of Experimental Officers reporting knowledge of the quality of social service resources available to citizens on their beats was considered somewhat inconsistent with the level of project emphasis, i.e., Social Service Directory, etc., placed on the importance of social service resources in the context of the beat profile.

The Experimental Group also maintained a significantly higher value rating of knowledge about the physical, demographic, and socio-economic characteristics of their beats than did the Control Group.

The Control Group maintained a higher value rating of knowledge about crime information sources than did the Experimental Group; however, the Experimental Group reported a greater increase in their knowledge about crime information sources. A higher relative value rating of knowledge about crime information sources by the Control Group was expected and was consistent with traditional Departmental attitudes regarding beat knowledge. The Experimental Group's value rating of crime information sources was more consistent with the Community Profile Approach which supports a much broader definition of beat knowledge focusing on a multi-dimensional, i.e., crime related, social, demographic, etc. beat profile.

Although there was no significant difference between the groups in terms of their own assessments of the adequacy of their beat knowledge for dealing with day-to-day patrol problems, it is clear that both the survey and interview data support the conclusion that the Experimental Officers reported a greater overall increase in knowledge of their respective beats during the Community Profile experiment than did the Control Officers.

CHANGES IN THE LEVEL OF JOB SATISFACTION OF PATROL OFFICERS

Improvement in Job Satisfaction Sought Through the Community Profile Approach

One intent of the Community Profile Project was to produce more highly self-motivated patrol officers. Since the performance demands placed on an officer were expected to increase with the new community service orientation, the Project staff felt that increased self motivation would be essential and

that such motivation would depend in part on increasing the level of personal work satisfaction that officers received from their job performance. The Community Profile Project sought to achieve increased job satisfaction in its officers in various ways, including: (1) the special training, which emphasized a reorientation of patrol roles along professional lines; (2) staff conferences, which afforded open squad communication and coordination, and (3) an alternative structure of performance evaluations, rewards, and incentives, which specifically encouraged patrol officer innovation and discretionary decision-making.

Assessing Job Satisfaction Resulting from Project Activities

The analysis of the Project's impact on patrol officer job satisfaction used data derived from responses to three questions in the Patrol Officer Surveys and from three questions in the Daily Report Supplements. Interpretation of response patterns excluded non-responses, which proved to be high (17 to 20 percent) for Experimental Officers (see Table 11). Additional insight was obtained through the Experimental Officers' profile reports and from assessments made by middle and top management.

The results of analyzing the Patrol Officer Survey measures regarding career and job satisfaction indicated that there were no statistically significant differences between the Control and Experimental Group responses.¹⁵

- Both groups maintained approximately a 75 percent level of satisfaction with their careers as police officers throughout the experiment.
- Over the course of the experiment, both groups of officers indicated a slight, but not significant, decline in their satisfaction with their current assignments. The level of satisfaction averaged approximately 70 percent.
- Both groups indicated a slight, but not significant, increase in their satisfaction with the opportunities for doing "interesting and rewarding work" as compared to the prior years' opportunities.

The chi-square analysis¹⁶ of results from the Daily Report Supplements¹⁷ showed statistically significant differences between the two groups of officers. Group responses in terms of percentages are presented in Table 11.

- During the experiment, Experimental Officers were significantly more likely to report their day-to-day work as *interesting* rather than *boring* than were the Control Officers ($\chi^2=8.4$, $df=1$, $p=.01$).
- During the experiment, Experimental Officers were significantly less likely to report their day-to-day work as *frustrating* rather than *satisfying* than were the Control Officers ($\chi^2=7.78$, $df=1$, $p<.05$).
- There were no significant response differences between the two groups on the question of whether their work day was mostly *slow* or *busy*. Slow days were reported slightly more than half the time by both groups of officers.

Self-Assessment of Job Satisfaction and Morale. Experimental Officers and Sergeants' final Profile Reports were reviewed for indication of changes in job satisfaction and morale resulting from their project initiated activity in patrol work. Some representative statements made include the following:¹⁸

- "The work attitude and the morale of the men for the most part improved and reached a high point in their careers. This work attitude and morale was related to the discretion they were given for their own decision-making."
- "The concept of profiling works, it's positive, it's effective, it's morale-building. It's satisfying, innovative police work. I've done it and am totally convinced of its merits."
- "My high point would be the change in attitude that I now have toward my job."

Table 11
GROUP RESPONSES TO DAILY POLICE WORK

"MY WORK TODAY WAS MOSTLY..."	CONTROL GROUP N = 427 (%)	EXPERIMENTAL GROUP N = 395 (%)
Boring	36.8	22.5
Interesting	59.7	60.0
No Response	3.5	17.5
Satisfying	53.4	53.7
Frustrating	39.8	25.8
No Response	6.8	20.5

- "Call it (traditional patrol work) the numbers game or whatever you want to call it, but whatever you call it be sure to include *boring* somewhere in that description. The CPDP started and immediately the variety came back as did the interest I once had. I was able to do police work much the way I had wanted to from the beginning. The project has put a spark in my work that will last forever... I also feel that the morale of the CPDP officers of all the three squads has been nothing short of fantastic... I can treat people like human beings again and be sympathetic when I want to without fear of criticism from my peers. The project has taught me to really relate to people and to be a good listener."
- "We have felt a sense of self-satisfaction from our involvement in this project and that will continue even though the project is coming to an end.¹⁹ We have felt a sense of pride in being involved in community affairs and assisting in solving personal and community problems. We have both had personal contact with more people during the few months of this project than we had in the years preceding it. We have found that personal involvement in the community is a better way of doing police work than the old way of impersonal service."
- "I have been given a whole different view of what police work is supposed to do. If you're not working with public goals in mind then who the hell are you working for. I sincerely feel as if my job has changed from doing things to people more to doing things for people. Under CPDP an officer is far more functional in his community and everyone is better off for it."
- "Because of the CPDP I have taken a new look at my job and my role as a law enforcement officer. I tend to take things slower and I am more relaxed in my job. I enjoy my job and enjoy my contact with people. I have made friends and I have gained the respect of many people, especially kids, in the beach community."

The Experimental Officers' work attitudes and job satisfaction, based on the statements in their final Profile Reports, were generally expressed as *improved* but frequent criticism was made of the substantial paperwork required of the officers, e.g., journals and Profile Reports.

Administrative delays and other problems encountered in obtaining approval of various officer-initiated alternative patrol strategies were recounted as contributing to a morale problem among some of the Experimental Officers. Most problems encountered from Northern Administration appeared to stem from a lack of understanding of project objectives by patrol management. No provisions had initially been made for comprehensive briefings of the Northern Station watch commanders (lieutenants) regarding project-related changes in patrol practice of Experimental Officers. In retrospect, perhaps participation as observers in the special training of the experimental officers might have lessened the operational difficulties if the watch commanders from the beginning had been fully informed of project objectives and expecta-

tions. The result of the situation, which was later rectified, was that some of the lieutenants felt the project created an unhealthy operational situation with a loss of their control of manpower.

Additional problems were encountered regarding SDPD policy and practice in the discretionary use of referral agencies (specifically the diversion of juveniles from the criminal justice system) and the use of citizen ride-alongs by Experimental Officers.

Management's Assessment of Patrol Officer Job Satisfaction and Morale. Chief of Police, R. L. Hoobler, in a speech delivered to the 1974 IACP annual conference, addressed himself to the motivational dilemma in patrol work. He concluded that *"we are neglecting to create the needed job satisfactions that can be developed among patrol generalists... In examining the relationship of job satisfaction to patrol, one would almost have to conclude that there is not any."* The Chief further stated that *"the emphasis of the Community Profile Project has been to modify the officer's perception of his role and to provide him with a greatly enriched sense of accomplishment."*²⁰

The consensus among Department management, obtained in the final management assessment interviews after the close of the project was that work attitudes and morale among all patrol officers were not particularly good and that there was considerable room for improvement. Some of the managers' comments follow:

- "Lack of direction on the part of the Department may be a contributing factor to the poor morale."
- "We need to upgrade the image and incentives in Patrol to improve morale."
- "Expanded latitude along the lines of the Profile Project...greater investigative responsibilities on the part of the beat officer...should improve morale."
- "Morale is an overworked subject."
- "The CPDP approach is a very positive force for improving work attitudes and morale."
- "The Profile officers appear to have much higher morale and motivation."
- "Profile officers appear to be much more conscientious."

There appeared to be strong support from management that the Community Profile Project had achieved its objectives in creating an increased level of job satisfaction and work motivation.

Conclusions

Responses to the survey questions by the two groups of officers regarding satisfaction with their police careers and their current patrol assignments failed to identify any significant difference between groups or survey periods. However, the other measures of job satisfaction (Daily Report Supplements, journal entries, and management interviews) all indicated that the Experimental Officers had increased their job satisfaction and morale during the course of the experiments more than had the Control Officers.

In view of the much larger sample sizes employed in the analysis of Daily Report Supplements and the supporting evidence from journals and interviews, it appears safe to conclude on balance that the Experimental Officers experienced greater job satisfaction during the experiment than did the Control Officers.

In retrospect, the evaluation design failed to provide measures of the future expectations of patrol officers, although it is now clear that such expectations provide a strong influence on *current* job and career satisfaction and general morale. For example, there were indications that Experimental Officers' morale was lowest when they felt that departmental management had no intention of continuing the Community Profile Approach beyond the experimental period, regardless of the eventual study findings. When these concerns were proven false by clear indications of management's intent to apply research findings, morale improved.

PERCEIVED SUPPORT FROM THE COMMUNITY, OTHER DEPARTMENTAL RESOURCES, AND LOCAL SERVICE AGENCIES

Changes Sought by the Project in Officer Perception of Community, Departmental, and Other Agency Support

The Community Profile Project sought to engender increased confidence on the part of the Experimental Officers that residents of their communities would respect and support their new Community Profile approach to police patrol practices. Part of the anticipated increased community support was expected to result from the officer's increased community involvement, greater awareness and concern for the citizens of his beat, and part from the officer's own initiative in dealing with priority beat problems.

Assessing Changes in Officer Perception of Community, Departmental and Other Agency Support

Community Support. Twelve questions (4-15) in the officer surveys sought to measure various indications of the officers' perceptions of the nature, level, and importance of community support for his patrol activities. The twelve questions were analyzed individually and as a composite group. Two additional questions were asked with regard to the officers' perceptions of the impact of the Community Profile Project on community support. The issue of community support was also addressed in the Daily Report Supplement in terms of the officers' daily contact with the citizens on their beats.

Results from the analysis of the data are as follows:

(1.) Prior to the start of the Community Profile Experiment, there were no significant differences between the Control and Experimental Officers with regard to their perceptions of the level or importance of community support as measured by the twelve survey questions.

(2.) During the course of the Community Profile experiment, the Experimental Officers reported developing a significantly greater level of confidence in community support than did the Control Officers. (Five of the twelve questions showed statistically significant differences—all on the side of increased confidence in support from the community by the Experimental Group as compared with the Control Group (see Table 12).) These five measures were:

- Expected fairness of treatment during hearings on police brutality,
- Tendency of the community to blame police for neighborhood problems,
- Respect for police officers,
- Importance of police-community relations,
- Citizens' support for police.

Table 12
MEAN GROUP RESPONSES TO QUESTIONS
ON COMMUNITY SUPPORT

Suppose you had been charged with police brutality by a citizen and that a local citizen's group from your patrol area had been elected to hear the case, what type of treatment would you expect:

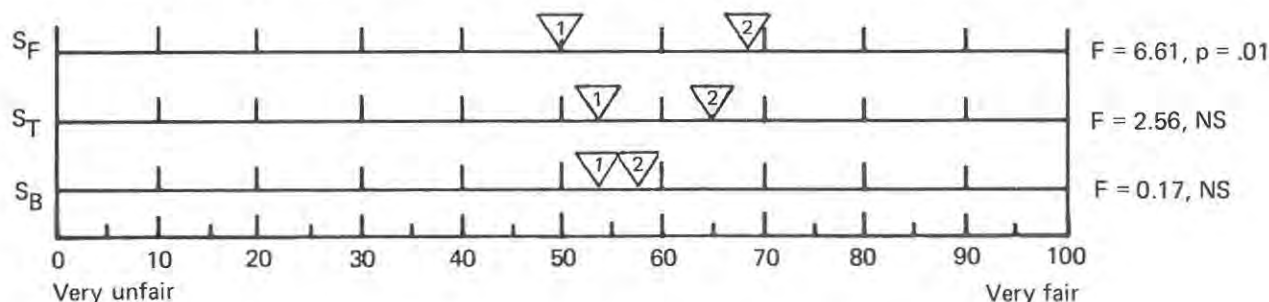
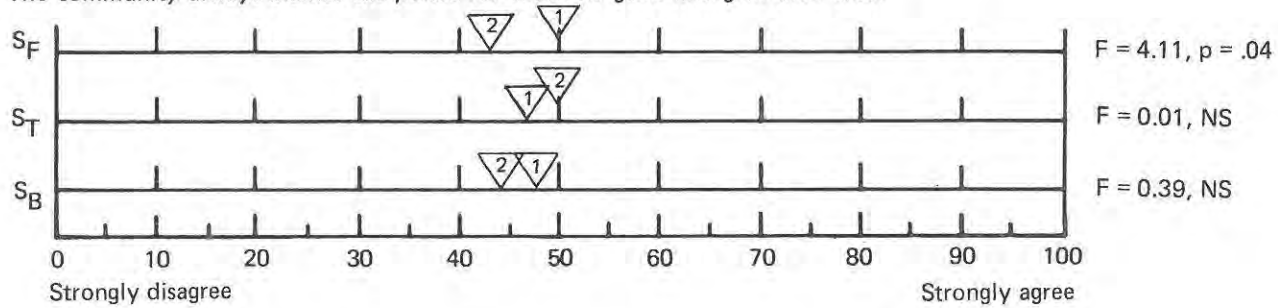
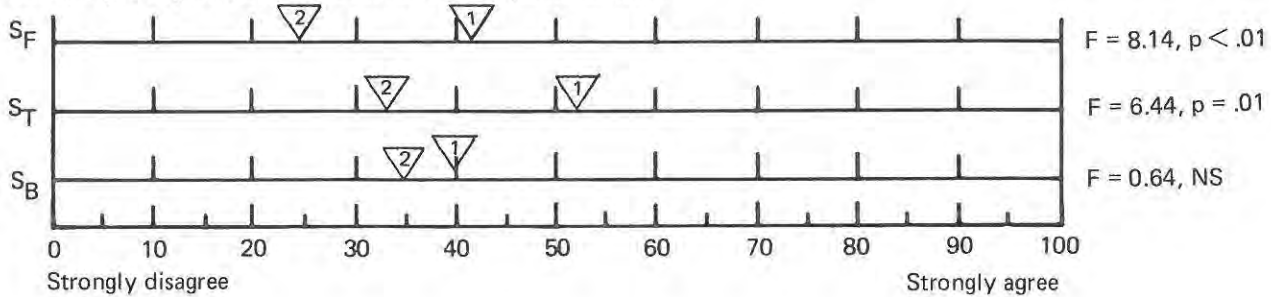


Table 12 (Continued)
MEAN GROUP RESPONSES TO QUESTIONS ON COMMUNITY SUPPORT

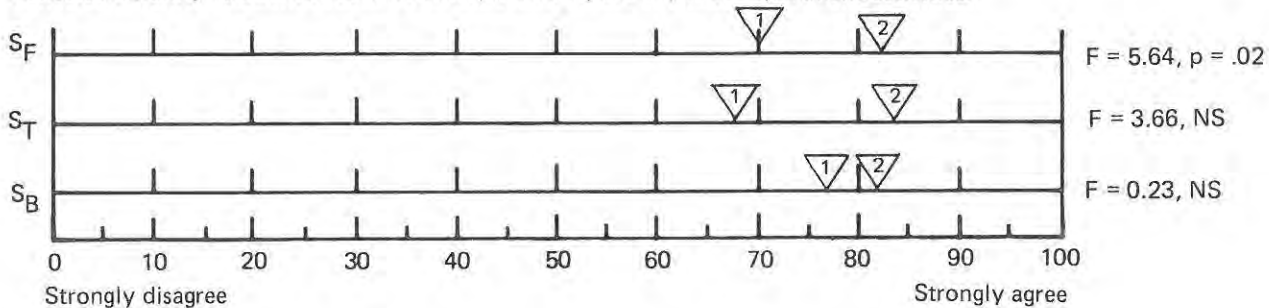
The community always blames the police for whatever goes wrong in their area:



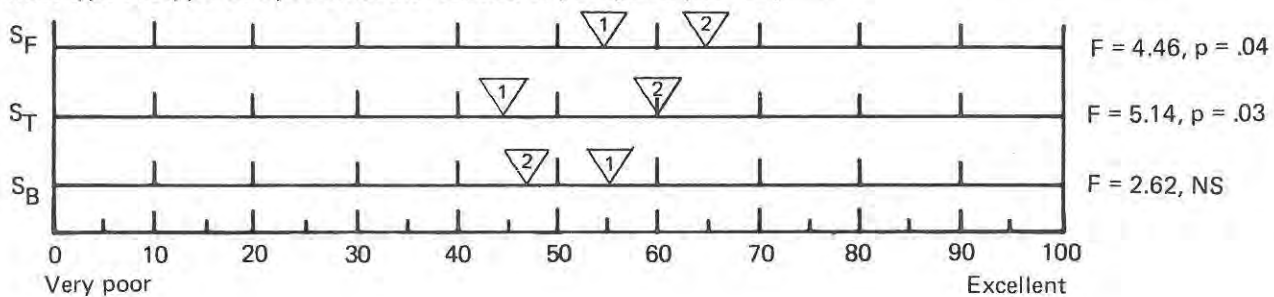
Most people in your patrol area do not respect police officers:



Police-community relations should be an important aspect of police department activities:



What type of support do you think the residents of your patrol provide police:



△₁ = Control Group; △₂ = Experimental Group; △₃ = Both

NOTE: Differences of group means were tested for significance using the *Analysis of Variance*. Degrees of Freedom for each question were 1,46

(3.) During the experiment, no significant response differences developed between the two groups of officers with regard to seven issues:

- “Citizens assist in coping with juvenile problems.” [neutral]
- “Discussing police-community problems with minorities does not do any good.” [slight disagreement]
- “Citizens report observed crimes.” [neutral]
- “Citizens are willing to serve as witnesses.” [neutral]
- “Citizens are aware of neighborhood problems.” [neutral]
- “Civic leaders support police.” [neutral]
- “There is a need for increased social interaction between police officers and local people.” [slight agreement]

(4.) When the response data from the twelve questions was analyzed as a composite category of community support, no significant differences were indicated.

(5.) Results of the analysis of the two project impact questions from the survey were the following:

- A majority of the officers in both groups felt that the Community Profile project had resulted in a positive impact on the community. All of the Experimental Officers and 55 percent of the Control Officers reported a positive impact.
- A majority of the officers in both groups indicated they thought the Community Profile Approach came closer to meeting community expectations of patrol work than the approach practiced in the past. All of the Experimental Officers and 75 percent of the Control Officers supported this position.

(6.) Experimental Officers, during the course of the Community Profile Experiment, reported in their Daily Supplements significantly greater cooperation from citizens they contacted than that reported by the Control Officers ($\chi^2=16.0$, $df=1$, $p<.01$). Group responses in terms of percentages are presented in Table 13.

Departmental Support. Six questions (16-21) in the officer surveys were designed to measure the officers' attitudes about the types and level of Departmental support that were (or should be) provided to patrol. Analysis of the responses to these questions showed that the two groups initially had a high degree of agreement on all questions, and that they increased their level of agreement during the course of the experiment. The specific issues and findings were:

(1.) Both groups strongly felt that investigative personnel should be assigned during all patrol watches. During the Baseline and Trend Surveys, the Experimental Group showed a statistically significant greater level of support for this position than did the Control Group, but there was no significant difference in the Final Survey.

Table 13
GROUP RESPONSES REGARDING CITIZEN COOPERATION

<i>"THE CITIZENS I CONTACTED TODAY WERE..."</i>	CONTROL GROUP N = 427 (%)	EXPERIMENTAL GROUP N = 395 (%)
Mostly Cooperative	56.4	84.2
Somewhat Cooperative	28.7	9.6
	} 85.1	} 93.8
Somewhat Uncooperative	9.0	3.6
Mostly Uncooperative	5.2	2.3
	} 14.2	} 5.9
No Response	0.8	0.3

NOTE: Due to rounding, totals do not equal 100 percent.

(2.) Both groups slightly disagreed with the position that community relations personnel should be assigned during all watches. There were no significant changes during the three survey periods, or between groups.

(3.) Both groups agreed, although not strongly, that the patrol force gets assigned all the "odds and ends" that other Divisions do not want to do. There were no significant changes between surveys.

(4.) There was almost unanimous agreement by both groups that patrol was undermanned. No significant changes occurred during the three surveys.

(5.) Both groups felt strongly that police community relationships could be hurt if citizens' complaints were not processed effectively, fairly and quickly by the Department. There were no significant changes in these positions during the three surveys.

(6.) Approximately 65 percent of each group felt that dispatch personnel do not provide adequate information-checking support to patrol officers. There were no significant differences or changes in these responses.

Other Agency Support. Four questions from the Officers Survey (22-25) dealt with the perceived support provided to citizens by city and county agencies.

These four questions were analyzed individually and as a composite group. A repeated measures form of Analysis of Variance was used for the combined group of four questions.

The two groups of officers indicated a degree of agreement on the four individual questions as noted below:

(1.) Both groups of officers tended to agree that the ineffectiveness of city agencies causes citizens to resent police officers. During the final survey, the Control Group showed a significantly higher level of support for this position than did the Experimental Group (see Table 14).

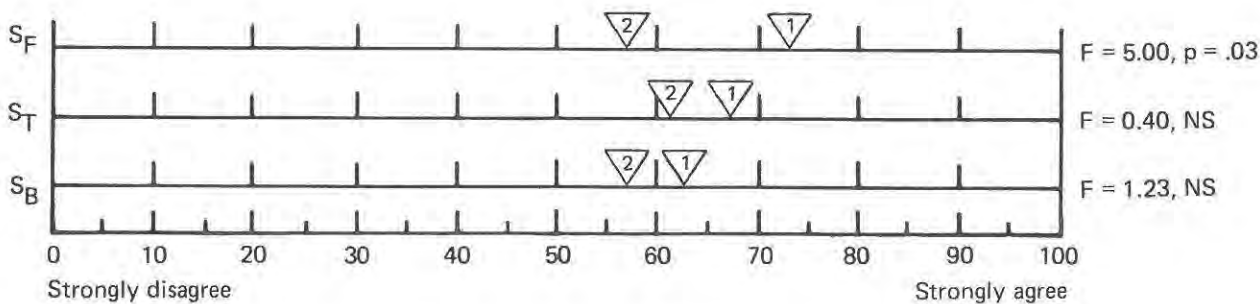
(2.) Both groups strongly expressed the view that social service agencies do not provide assistance at the times of day and night when most citizens require it. There were no significant differences between groups or surveys.

(3.) Both groups were basically undecided as to whether or not social service agencies use threats of calling the police to enforce their own behavioral requirements on their clients. There were no significant differences between groups or surveys.

(4.) Both groups showed only slight agreement with the statement that city agencies respond favorably to requests for support, including, Citizen Action Requests through the police department. There were no significant differences between groups or surveys.

Table 14
MEAN GROUP RESPONSES TO THE ISSUE OF OTHER AGENCY SUPPORT

The ineffectiveness of various city agencies causes citizens to resent police officers:



1 = Control Group; 2 = Experimental Group

When the four questions were analyzed as a composite group, the repeated measures Analysis of Variance results showed no significant difference between the Control and Experimental Officer Groups in their assessment of city and county service agencies.

In summary, there was no evidence that the Community Profile experience has increased the level of confidence that the Experimental Officers held with regard to the support available from city and county agencies. As reported by the Project staff, some Experimental Officers made frequent and effective use of referrals, while others did not. In fact, a few officers made no use of referrals.

Conclusions

Over the course of the experiment, the Experimental Group developed a significantly higher level of confidence in having the support of the community than did Control Officers. The Experimental Group also reported significantly greater cooperation from citizens in the course of day-to-day patrol work.

Both groups agreed that the Community Profile Project had resulted in a positive impact on the community and came closer to meeting community expectations than did traditional patrol practices. There were no meaningful differences between the two groups with regard to their opinions of the SDPD or other agency support for their current efforts.

In summary, it appears that the project was highly successful in developing increased patrol officer confidence in community support for the Community Profile Approach to patrol practice. However, the project was less successful in increasing the use of various referral resources. The project staff had gone to great lengths to provide the Experimental Officers with current information on community referral resources and services, i.e., Directory of Social Service Resources, for dealing with non-law enforcement community problems. Both groups of officers, from the beginning of the project, had expressed some concern about the quality and responsiveness of city and county social service agencies in meeting the needs of the public. With the exception of a few Experimental Officers, there was no indication that either group of officers markedly increased their use of or improved their opinion of referral resources provided

by city and county social service agencies. Both groups of officers (particularly the Experimental Officers) became increasingly critical over the course of the project of the availability (timeliness) of city and county social services, which explains to some extent the unexpectedly low reported use of referral agencies by Experimental Officers. Perhaps the comments made by one of the Experimental Sergeants regarding social service referrals reflect the cynicism of many more officers: *"A very few policemen made impressive use of the vast number of referral agencies, but for most it was a joke. The overwhelming majority of these referral social agencies do not and will not, in their self-serving comfortable complacency, serve their clients during the hours they most need help."*²¹

It should be noted, however, that only 20.8 percent of the Experimental Officers in the Final Survey reported knowledge of the quality of services provided by social service agencies—a 9.3 percent increase from the Baseline Survey (see Table 9). The percentages of officers reporting knowledge of the quality of social services was the lowest of all categories of resources and services and showed the least improvement during the course of the experiment.

While the quality and availability of city and county referral services are not the direct responsibility of the SDPD, any program (e.g., Community Profile experiment) which relies on such services for meeting common goals must continually assess the adequacy of services and seek to improve the quality of said services when found to be lacking.

CHANGING OFFICER PERCEPTION OF PATROL PRACTICE

Perception and Attitude Changes Sought by the Community Profile Staff

The Community Profile Project was designed as a vehicle for changing the perception and attitudes of patrol officers about their roles, functions, and approaches for conducting patrol practice. In this sense, the project can be viewed as a test of a re-orientation process during which the project staff through the use of: (1) special training, (2) supervision, (3) methodical patrol observation and analysis, and (4) rewards and incentives, sought to modify the existing (traditional) perceptions and attitudes of a randomly selected group (Experimental Group) of patrol officers and their first-line supervisors.

Assessing the Change in Perception and Attitude Toward Police Role and Functions in Society

The design used to evaluate the impact of the re-orientation efforts focused on measured attitudinal changes and utilized the data sources shown in Table 15 below.

Table 15
DATA SOURCES USED IN MEASURING ROLE PERCEPTION CHANGES

OFFICER GROUPS	BASELINE SURVEY NOV. '73	OFFICERS DAILY SUPPLEMENTS DEC. '73	OFFICERS DAILY SUPPLEMENTS MAR. '74	TREND SURVEY MAY '74	OFFICERS DAILY SUPPLEMENTS JULY '74	FINAL SURVEY SEPT. '74
Control	23	159	156	21	112	21
Experimental	23	151	153	21	91	21

A major objective of the project's special training program was to expand the Experimental Officers' perceived role in society from one stressing only a narrow crime-fighting image to a broader "problem-sensitive" service orientation in the communities they serve.

To determine whether or not the Community Profile Project was successful in changing the officers' perceptions and attitudes in the direction desired, several different analyses were conducted. First, the officers were asked to rate the importance of a series of items specifying 13 possible functions and activities that the police can perform in the course of their patrol work. Second, a series of questions was asked of the officers to assess their opinions about the police role in society.

The questionnaires used in the three surveys (Baseline, Trend, and Final), contained the same set of 13 police activities. The officers were asked to rate each activity on a scale ranging from "not important" to "very important."²²

To obtain a measure of response differences in terms of the relative importance with which the two groups viewed the 13 separate police activities, the group mean response for each activity was ranked and presented by survey period. Because of the high degree of similarity reflected in the mean responses of the two groups of officers in the Baseline Survey, Table 16 presents a composite rank order of responses. A *Rank Difference Correlation* (Spearman Rho) was then performed in comparing the group mean responses for the Trend and Final Surveys against the Baseline Survey responses. By this procedure an estimate was obtained of the correlation between the two sets of ranks for the two groups of officers. The results indicated a statistically significant and high correlation between the responses of both groups of officers in Trend and Final responses against the composite Baseline responses. This would indicate the attitudes of each group of officers remained similar throughout the experiment regarding the relative importance of the selected 13 possible police patrol functions and activities.

Rank difference correlation tests were also used to directly compare the two groups' responses during the Trend and Final Surveys. The results indicate that the groups maintained similar views on the relative importance of the identified patrol functions and activities. Stated differently, there was no indication that the special training, supervision, and project experiences provided to the Experimental Officers changed their attitudes about the relative importance of various patrol functions and activities.

The 13 selected police activities were then organized into three functional categories:²³ *Enforcing the Law* (traditional), *Maintaining Social Order*, and *Providing Social Services*. A different approach to reducing and analyzing the data was to determine if group responses to the policing functions form one or more different response patterns for the three surveys. For example, do those activities relating to the traditional enforcement of the law function tend to be rated consistently higher by one or both groups of officers, or are all the possible police activities considered equal in importance. Additionally, the rank order of mean response within each set for each of the periods as well as the ranking of sets by period was identified to support analysis of the data.

The results in Table 17 reveal a strong similarity in the relative rating of activities within the three functional categories by the two groups of officers. Consistently, both groups rated the functional category of *Enforcing the Law* as the most important and the category of *Maintaining Social Order* as the least important.

Traditionally, police officers have viewed themselves essentially as crime fighters. To determine whether or not the Experimental Officers' view on this role perception differed from their Control counterparts, all the officers were asked to indicate the extent of agreement regarding the police officer's role in society as a crime fighter, in coping with social change or as a uniformed social worker. As the results depicted in Table 18 show, no statistically significant differences in responses were noted between the two groups of officers for two of the questions. The role definitions of coping with social change and that of a uniformed social worker showed a high degree of similarity existing between Experimental and Control Officers. A statistically significant difference between Experimental and Control Officer responses was noted in the Final Survey on the question asking if the police officer's role in society should be that of a crime fighter. While Experimental Officers consistently maintained an essentially neutral position across all three surveys, the Control Officers showed more variability and more support for the crime fighter role.

Conclusions

No significant differences were detected between Control and Experimental Officers on their reported perceptions of the relative importance of various police functions and activities. Both groups consistently rated traditional law enforcement functions as more important than providing social services or maintaining social order. The combined responses of both groups, in all three surveys, rated *Keeping the Streets Safe* as the most important of the 13 listed police functions and activities.

Based on the analysis, the Community Profile experiment had little impact on the perceptions of officers about the relative priorities of various police functions and activities.

Based on the analysis of the above survey responses, it was determined that the questions used were not sufficiently sensitive to draw a definite conclusion regarding the issue of project impact on patrol officer role perception. Perhaps the statements made by the Experimental Officers themselves in their Final Profile Reports best reflect the level of impact the project had on changing their perceived role as patrol officers (see pages 46 and 47).

Table 16
GROUP RESPONSES TO IMPORTANCE OF
POLICE FUNCTIONS AND ACTIVITIES

COMPOSITE BASELINE RANKING	RANK ORDER RESPONSES			
	TREND		FINAL	
	CONTROL	EXPERIMENTAL	CONTROL	EXPERIMENTAL
1. Keeping the streets safe	1	1	1	1
2. Apprehending criminals	4	2	2	2
3. Keeping the peace	5	3	5	3
4. Meeting and helping the public and encouraging public support	2	5	3	5
5. Protecting property	3	5	4	4
6. Conducting suspect surveillance and field interrogations	9	4	9	7
7. Controlling militants	10	5	10	9
8. Being the guardian of citizen rights	7	10	6	6
9. Cultivating informants	11	8	11	11
10. Helping people solve their problems	8	9	7	8
11. Counseling troubled people	6	11	8	10
12. Enforcing moral standards	12	12	12	12
13. Controlling hippies	13	13	13	13
As compared to Composite Baseline:				
rho coefficients (ρ)	.9547	.8132	.9451	.8626
Level of significance	.01	.01	.01	.01
Comparison of Group Rank Orderings:				
rho coefficients (ρ)		.689		.868
Level of significance		.05		.01

CHANGES IN THE USE OF TIME AND IN PRODUCTIVITY OF PATROL OFFICERS

Changes Sought by the Project in the Officers' Use of Time

Throughout the field phase of the project, the Community Profile staff stressed the need for the officers to do daily planning, to incorporate disciplined and methodical procedures of patrol observation and analysis into their work, to focus on sources of beat problems and to develop patrol strategies in direct response to beat conditions.²⁴

Table 17
MEAN GROUP RESPONSES AND RANKING OF THE
IMPORTANCE OF POLICE FUNCTIONS AND ACTIVITIES

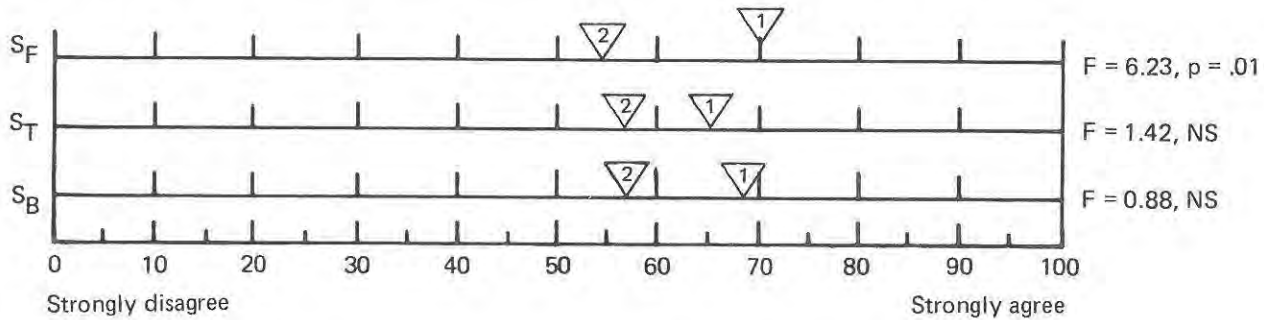
FUNCTIONAL CATEGORIES BY SET	SURVEY PERIODS AND SAMPLE SIZE											
	BASELINE SURVEY NOVEMBER				TREND SURVEY MAY				FINAL SURVEY SEPTEMBER			
	CONTROL (N = 23)		EXPERI- MENTAL (N = 23)		CONTROL (N = 21)		EXPERI- MENTAL (N = 21)		CONTROL (N = 21)		EXPERI- MENTAL (N = 21)	
	\bar{X}_C	RANK	\bar{X}_E	RANK	\bar{X}_C	RANK	\bar{X}_E	RANK	\bar{X}_C	RANK	\bar{X}_E	RANK
ENFORCING THE LAW (TRADITIONAL)												
Protecting property	85.4	4	90.9	4	86.9	4	92.4	2	85.7	4	91.2	3
Keeping streets safe	93.0	2	94.6	1	95.7	1	94.8	1	92.6	1	93.3	1
Apprehending criminals	95.7	1	91.3	3	95.2	2	91.2	3	88.6	2	92.6	2
Keeping the peace	90.0	3	94.3	2	92.9	3	89.3	4	87.1	3	88.3	4
Mean for set	91.0		92.8		92.7		91.9		88.5		91.4	
Rank for set	1		1		1		1		1		1	
PROVIDING SOCIAL SERVICES												
Counseling troubled people	66.7	4	75.7	4	71.2	4	83.6	2	71.9	4	81.9	4
Helping people solve their problems	72.4	3	83.3	2	79.0	2	82.1	4	75.5	3	84.0	3
Being the guardian of citizens' rights	81.5	2	81.7	3	73.3	3	83.1	3	81.0	2	85.2	2
Meeting the public	90.2	1	90.7	1	85.2	1	93.1	1	82.6	1	91.9	1
Mean for set	77.7		82.9		77.2		85.5		77.8		85.8	
Rank for set	2		2		2		2		2		2	
MAINTAINING SOCIAL ORDER												
Cultivating informants	80.2	3	76.1	3	84.3	3	68.8	3	69.8	3	61.7	3
Controlling militants	85.9	2	83.0	2	85.2	2	69.0	2	75.2	2	64.5	2
Enforcing moral standards	51.3	4	53.3	4	42.4	4	50.0	4	48.8	4	41.9	4
Controlling hippies	38.4	5	39.8	5	33.3	5	28.6	5	42.4	5	27.1	5
Conducting field interrogations	88.5	1	83.5	1	90.0	1	74.8	1	79.8	1	79.0	1
Mean for set	68.9		67.1		67.0		58.2		63.2		54.8	
Rank for set	3		3		3		3		3		3	

Assessing Changes in the Experimental Officers' Use of Time

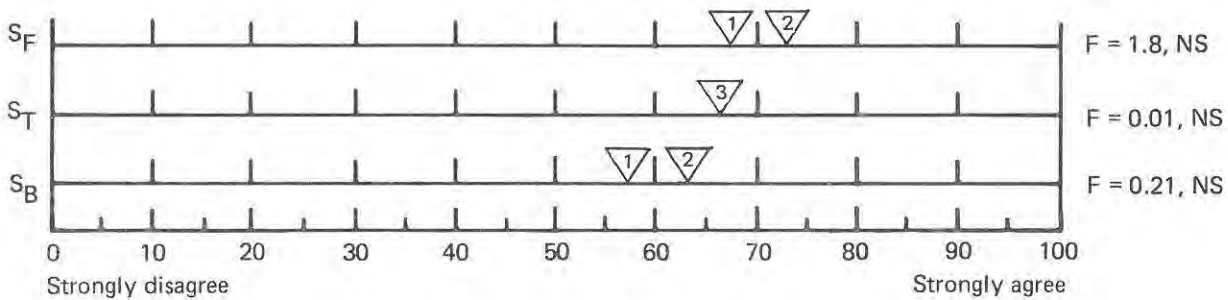
Comparisons Based on Reported Daily Activity. The Officer's Daily Activity Report, a traditional measure of patrol officers' productivity, was used as one of several indicators for measuring the performance of the two groups of officers. The data presented in Table 19 have been organized by activity

Table 18
MEAN GROUP RESPONSES TO PERCEPTIONS
OF POLICE ROLE IN SOCIETY

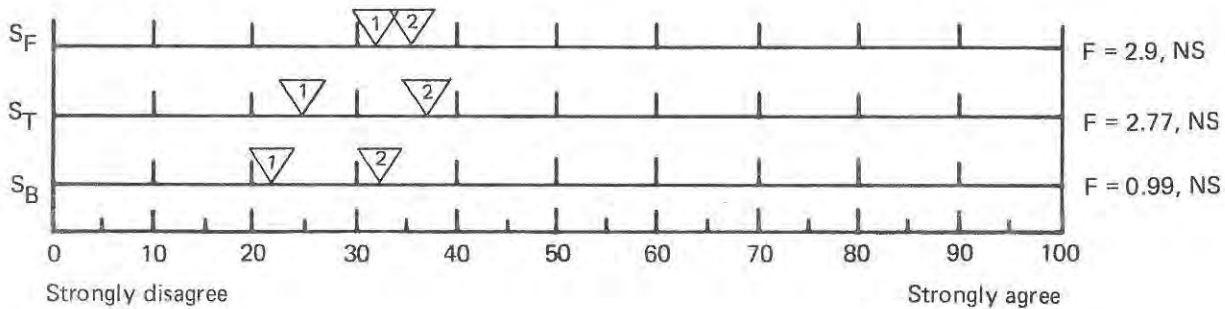
The police officer's role in society should be that of a crime fighter:



The police officer's role in society should be that of coping with social change:



The police officer's role in society should be that of a uniformed social worker:



▽₁ = Control Group; ▽₂ = Experimental Group; ▽₃ = Both

NOTE: Differences in group means were tested for significance using the *Analysis of Variance*. Degrees of Freedom for each question were 1,46.

Table 19
REPORTED PATROL ACTIVITIES BY OFFICER GROUP

ACTIVITY CATEGORY	TOTAL PERIOD 1 ^a Dec. '73	TOTAL PERIOD 2 ^a Mar. '74	TOTAL PERIOD 3 ^a July '74	GRAND TOTAL	GROUP MEAN	LEVEL OF t^b SIGNIFICANCE	
Field Interrogation							
Control Group	129	90	102	321	107.0	2.73	.10
Experimental Group	80	78	46	204	68.0		
Radio Calls							
Control Group	797	560	832	2189	729.7	0.59	NS
Experimental Group	725	770	863	2358	786.0		
Arrests							
Control Group	92	83	97	272	90.7	0.19	NS
Experimental Group	74	124	63	261	87.0		
Public Relations Contacts							
Control Group	1617	378	284	2279	759.7	<0.01	NS
Experimental Group	1516	517	604	2637	879.0		
Hazardous Vehicle Citations							
Control Group	76	98	101	275	91.7	24.49	<.01
Experimental Group	23	40	32	95	31.7		
Traffic Warnings							
Control Group	180	281	238	699	233.0	5.37	<.01
Experimental Group	79	73	73	225	75.0		

^aData are from three seven-day sample periods.

^bAll t tests have four Degrees of Freedom.

categories and are based on a sampling of reported officer activity collected at three different time periods during the experiment.

A summary of findings follows:

- The Control Group reported conducting significantly more *field interrogations* than did the Experimental Group.
- The relative frequency of *radio calls* answered by each of the two groups of officers varied little during the course of the project. There were no significant differences between groups.
- The relative frequency of *arrests* made varied little between the two groups over the course of the project. The differences between the groups were not significant.
- The analysis of reported *public relations contacts* was complicated by Departmentwide changes made in reporting criteria. These changes occurred between the first and second sample periods and resulted in greatly decreasing the frequencies of reported public relations contacts by all patrol officers while increasing the variations among the reported frequencies by sampling period. Thus, the statistical test showed that there were no significant differences between the frequencies of reported public relations contacts made by the two groups of officers, even though the Experimental Group conducted almost twice as many such contacts

(1121 vs. 662) during the last two sample periods as did the Control Group.

- There was a significant difference between the frequency of reported *hazardous vehicle citations* written by the two groups of officers. The Control Group reported writing two to three times as many citations as did the Experimental Group. This ratio existed throughout the project field phase.
- The same significant differences were noted in the reported frequency of traffic warnings issued by the two groups of officers. The Control Group consistently reported issuing two to three times as many warnings as did the Experimental Group.

Out-of-service time was also recorded for the two groups of officers for each of the sampling periods. Out-of-service time as defined by the SDPD encompasses any time in which the unit is not available for dispatch. Table 20 presents out-of-service time in hours as reported by each of the two groups of officers for the three sample periods.

A good deal of concern had initially been expressed by patrol administration regarding an expected substantial increase in out-of-service time and decrease in number of radio calls being serviced by the Experimental Officers. The concerns on both counts did not appear to have been justified. Even with a slightly higher total number of radio calls, the Experimental Officers reported identical out-of-service time to that of the Control Officers. The most likely reason that out-of-service time did not increase for the Experimental Officers is attributed to their use of handi-talkies. Such equipment was not available for Control Officers.

During the three sample periods, it was observed that the combined groups averaged approximately 3.6 radio calls per beat per watch. The average out-of-service time per radio call was 33.3 minutes and the total out-of-service time averaged 2.0 hours per beat per watch.

Table 20
REPORTED OUT-OF-SERVICE TIME

OFFICER GROUP	SAMPLE PERIOD ^a			TOTAL HOURS	MEAN HOURS
	Dec. '73 (Hours)	March '74 (Hours)	July '74 (Hours)		
Control	444.4	400.7	450.3	1295.4	431.8
Experimental	423.6	422.9	448.9	1295.4	431.8

^aData are from three seven-day sample periods.

Comparisons Based on Officer Responses Regarding Their Use of Time. A substantial and statistically significant difference in responses appeared between Experimental and Control Officers when asked, in the Daily Report Supplement, how they could have more effectively spent their time ($\chi^2=54.76$, $df=1$, $p<.01$).²⁵

The Experimental Officers, as depicted in Table 21, responded with primary emphasis on community relations and study and training (Experimental Officers, 68.2 percent; Control Officers, 29.2 percent). The Control Officers placed primary emphasis on preventive patrol and suspect surveillance (Control Officers, 65.8 percent; Experimental Officers, 23.0 percent).

Conclusions

The Community Profile Project experimental design provided for two groups of patrol officers work-

Table 21
GROUP RESPONSES REGARDING ALTERNATIVE USE OF TIME

<i>"I Could Have More Effectively Spent My Time Today In:"</i>	CONTROL GROUP N = 427 (%)	EXPERIMENTAL GROUP N = 395 (%)
Preventive Patrol	41.6	15.7
Suspect Surveillance	24.2	7.3
Community Relations	11.9	25.9
Study and Training	17.3	42.3
No Response	5.0	8.8

ing on the same set of patrol beats and facing the same day-to-day problems but with somewhat different priorities and perspectives on how to deal with those problems.

Of all the indicators used in evaluating the experiment, the traditional measures of officer activity used here show most clearly the *short-term* impact of the Community Profile Approach in terms of modifying patrol activities.

Specifically, the *re-oriented* Experimental Group clearly shifted the use of its time away from conducting field interrogations and issuing traffic citations and warnings, and instead placed more emphasis on new forms of patrol practice for which there are currently no adequate performance measures. There is no evidence that the re-orientation either degraded or improved patrol availability to respond to calls for service, or to make criminal arrests. Additionally, there was no evidence that traffic control or accident prevention had been adversely affected by any changes in the Experimental Officers' use of their patrol time.²⁶

Thus, it appears that one issue posed by the results of the project is the need for making an assessment of the relative values the SDPD wishes to assign to traditional traffic enforcement and field interrogations activity as compared to increased citizen contacts of the type made by the Experimental Group. The problems presented by such as assessment are complex, and in all probability the solutions lie in the direction of attempting to define the most appropriate mix of patrol activities and approaches under diverse circumstances and conditions, i.e., selecting patrol activities consistent with identified beat problems.

Another issue not addressed in this experiment is: *Does the Community Profile Approach improve the quality of patrol responses to calls-for-service which consume approximately a quarter of the total patrol time?* As mentioned previously, current dispatching policy results in the vast majority of calls being handled by patrol units not assigned to the beat where the call originates.

Under these current circumstances, specific knowledge of the assigned beat frequently cannot be applied by an officer responding to a call. A system for call-stacking of non-urgent calls would be required if the SDPD desired to test the merits of the Community Profile Approach in handling calls-for-service.

IMPACT OF THE COMMUNITY PROFILE APPROACH ON PATROL PRACTICE

Changes in Patrol Practice Sought by the Community Profile Approach

The SDPD's Project staff noted at the onset of the experiment that "among our concerns were the officers' seeming lack of perspective about their profession and of reasoned approaches to their work." The task of the Project staff was later described as that of "attempting to develop and test an alternative professional approach to policing aimed at a fuller realization of the potential of patrol practice."²⁷

Patrol practice in the context of the Community Profile Approach required considerably more work

from the officers on an every-day basis. Experimental Officers were expected to incorporate disciplined and methodical procedures of patrol observations and analysis into their work, to focus on beat problems, and to develop innovative patrol strategies in direct response to beat conditions.

Assessing Project Impact on Patrol Practice

Analysis of Survey Results. Through the medium of the Patrol Officers Survey a series of questions was posed to the officers dealing with the applicability of the Community Profile Approach to various types of problems encountered in patrol work in the Trend and Final Survey. The officers were also asked for their opinion of the Community Profile Approach to patrol work, from an investment standpoint, in terms of improving police services to San Diego residents.

The issue and findings resulting from analysis of the data indicated the following (see Appendix B, Part III):

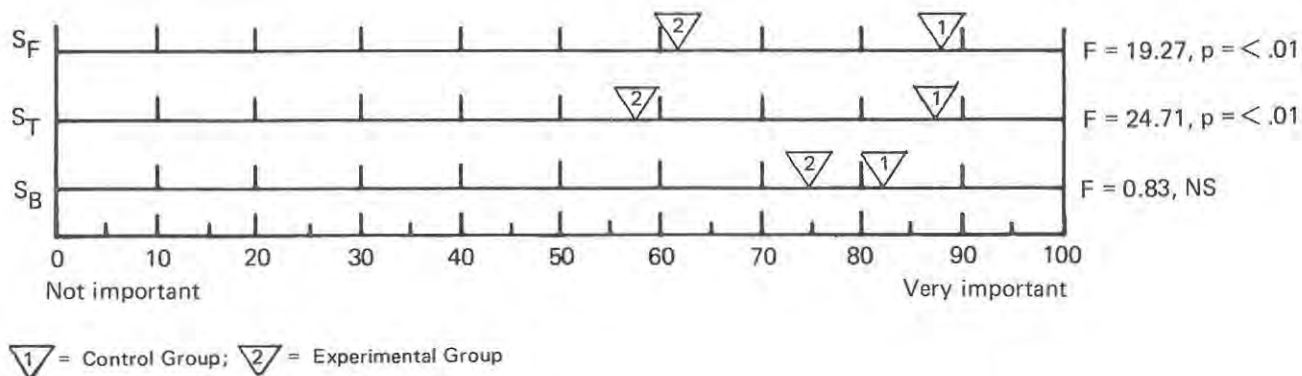
- Both officer groups rated the Community Profile Approach as being more applicable for dealing with *non-criminal problems* than with *criminal problems*.
- A majority of both groups of officers rated the Community Profile Approach as having at least *some value* for dealing with *criminal problems* in patrol work. Of the Experimental Officers, 95.9 percent so indicated—with more than half rating the approach as having *great value*. Of the Control Officers, 68.8 percent saw some value for dealing with criminal problems, with 12.5 percent indicating a rating of *great value*.
- The majority of both groups of officers rated the Community Profile Approach as having at least *some value* for *non-criminal problems* in patrol work (Experimental Officers, 95.9 percent, with 91.7 percent indicating *great value*; Control Officers, 80.0 percent, with 26.7 percent indicating *great value*).
- The Control Officers indicated the weakest positive value assessment (20.0 percent, *some value*; 0 percent, *great value*) regarding the Community Profile Approach for dealing with *traffic-related problems*. Eighty percent of the Control Officers and 8.7 percent of the responding Experimental Officers indicated a *no value* response. The Experimental Officers supported the Community Profile Approach to traffic problems though not as strongly as for other problem areas. (The percentage of Experimental Officers citing *some value* was 91.3 percent; *great value*, 43.5 percent).
- All of the Experimental Officers and 88.9 percent of the Control Officers indicated endorsement of the Community Profile Approach for dealing with *police-community relations*.
- *Police-community relations* received the highest value rating and, comparatively, *traffic-related problems* received the lowest value rating in terms of the Community Profile Approach for dealing with problems encountered in patrol work.
- When asked to consider the Community Profile Approach from an investment standpoint for improving police services to the community, 95.9 percent of the Experimental Officers and 77.3 percent of the Control Officers indicated they considered the approach as an average or better investment. A large percentage of Control Officers (45.5 percent) indicated they considered the approach to be an average investment, and 22.7 percent indicated it to be a poor investment. Two-thirds of the Experimental Officers (66.7 percent) considered the approach to be a very good investment, with one officer indicating the approach to be a poor investment.

The issue of *roving patrol* and its importance to patrol work was addressed in all three of the Patrol Officer Surveys. The results depicted in Table 22 indicated a statistically significant difference emerging over time in the mean responses of the two groups of officers.

Both groups of officers in the Baseline Survey rated roving patrol as a very important function of patrol work. Control Officer response in the Trend and Final Survey reflected a slight increase in the importance ascribed to roving patrol. In contrast, Experimental Officer response in the Trend and Final

Table 22
MEAN GROUP RESPONSES TO THE ISSUE
OF PREVENTIVE PATROL

Roving patrol of the area is:



Survey showed moderation toward a more neutral position regarding the importance of roving patrol in police patrol work.

Comments from Experimental Sergeants and Department Management. The Community Profile Project afforded Experimental Officers a better use of discretionary decision-making in order to stimulate the development of innovative patrol strategies.

Experimental Sergeants apparently were impressed with the manner in which Experimental Officers responded to the increased autonomy in their work. One sergeant noted that: *"The officers have accepted the responsibility of discretionary decision-making and have handled this new-found privilege in a truly professional manner."* Another sergeant stated: *"I've been pleased with the increase in discretionary decision-making by the officers on my squad. They enjoy the opportunity to decide, at least in small part, how they will patrol their beats, what steps they will take to achieve certain priorities, results, etc... Instead of random patrol, they have shown a willingness and ability to develop their own plans of attack and execute them sensibly."*²⁸

Statements made by SDPD managers in the final series of interviews provided little if any specific comparison data. What they did provide was an indication of the acceptability to management of the Community Profile Approach, including innovation in patrol practices and the delegation of some decision-making. A sampling of management comments follows:

- "The Department has needed a more effective mechanism for responding to recommendations from patrol officers regarding alternative approaches for dealing with beat problems."
- "Department Administration must take the initiative in showing its full support for a less traditional approach to police patrol practice."
- "Alternatives to incarceration should be used on a more frequent basis."
- "Support from top management down through the ranks is necessary to stimulate initiative by patrol officers."

With few exceptions, those managers interviewed strongly supported greater initiative by patrol officers in recommending and adopting alternative patrol strategies considered more conducive to solving important individual beat problems.

Conclusions

Both the Control and Experimental Groups considered the Community Profile Approach as an average or better investment in attempting to improve police services to San Diego residents, and the interviews of departmental managers tended to support this position. Both groups of patrol officers saw the application of the Community Profile Approach as having the most value in dealing with community relations problems, then in dealing with non-criminal problems, and finally in dealing with criminal problems.

The major difference of opinion between the study groups was on the value of the Community Profile Approach in dealing with traffic problems. Eighty percent of the Control Officers felt that the approach had no value in dealing with traffic problems, while only 8.7 percent of the Experimental Officers gave the approach a no-value rating. However, less than half (43.5 percent) of the Experimental Officers and none of the Control Officers gave the approach a "great value" rating for traffic problems.

These findings suggest that the Community Profile Approach found acceptance among a majority of the members of the patrol force and with SDPD managers. However, some adjustments to the approach and/or beat patrol officer re-training in the area of traffic enforcement may be necessary to increase the acceptance level. New measures of beat traffic safety and/or traffic flows may have to be developed as substitutes for the traditional productivity measure of traffic citations.

ASSESSING THE IMPLICATIONS OF BEAT TENURE ON IMPACT MEASURES

Analyzing the Effects of Beat Tenure on Control Officers

As was previously described, the original evaluation design did not treat tenure (duration of assignment) on a beat as an experimental variable; however, officer assignment changes in the Control Group made possible some additional analysis with regard to the effects of tenure on the other evaluation findings.

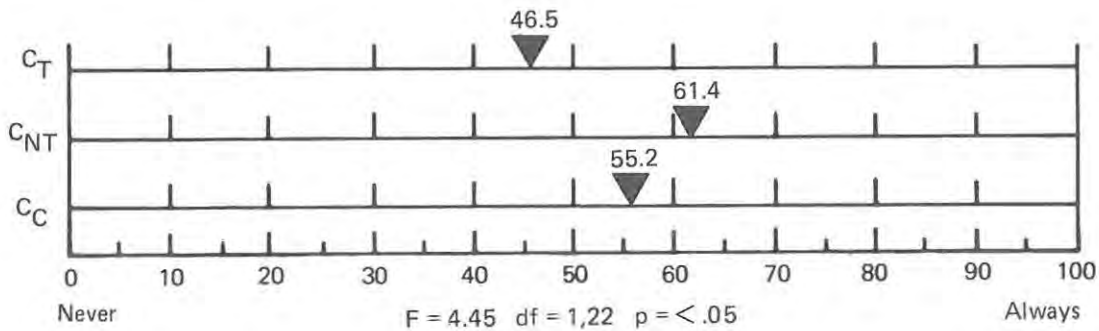
SDC's analysis approach was to apply Analysis of Variance techniques to the mean responses of "tenured" and "non-tenured control" officers for all questions contained in the final administration of the officer survey instrument. The tenured group averaged 15.4 months on their current beat, while the non-tenured group averaged 8.6 months. When the questions in the survey instrument were collected into composite categories of community support, departmental support, agency support, police function, and role perception, analysis of responses by tenured and non-tenured groups revealed no significant differences.

The analysis of individual questions, however, resulted in the following observations:

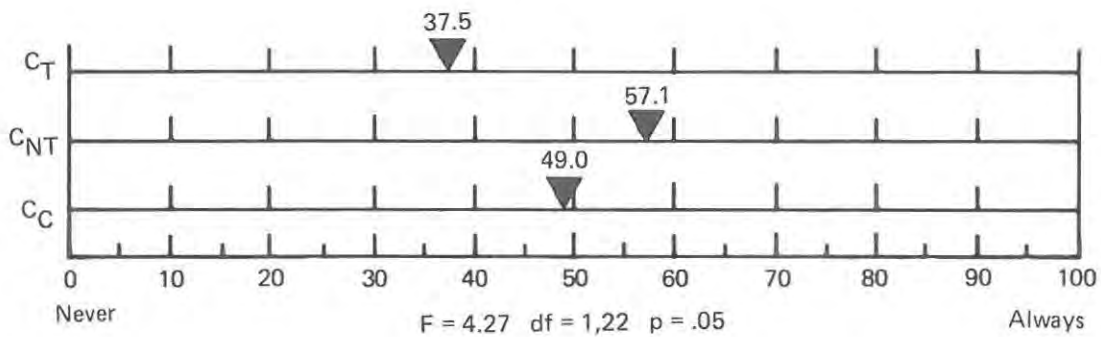
- There were no significant differences between tenured and non-tenured control officers with regard to *personal characteristics*.
- There were no significant differences with regard to *career, job, and assignment satisfaction*.
- With regard to *community support*, the tenured Control Group indicated significantly *less* confidence in (see Table 23): citizen reporting of crimes they observe, citizen willingness to serve as witnesses, citizen awareness of neighborhood problems, and the value of counseling troubled people.
- Both groups disagreed with the statement that "*policemen must remain aloof from the community*;" however, the tenured group showed significantly more agreement with the statement than did the non-tenured group (see Table 24).
- There were no significant differences with regard to group participation in *referral activities* or the amounts (levels) of reported referral activities.
- There were no significant differences with regard to the *value or extent of knowledge reported about the community*.
- There were no significant differences with regard to the *value or extent of knowledge of crime information sources*.

Table 23
MEAN RESPONSES OF TENURE/NON-TENURE CONTROL OFFICER
PERCEPTION OF COMMUNITY SUPPORT^a

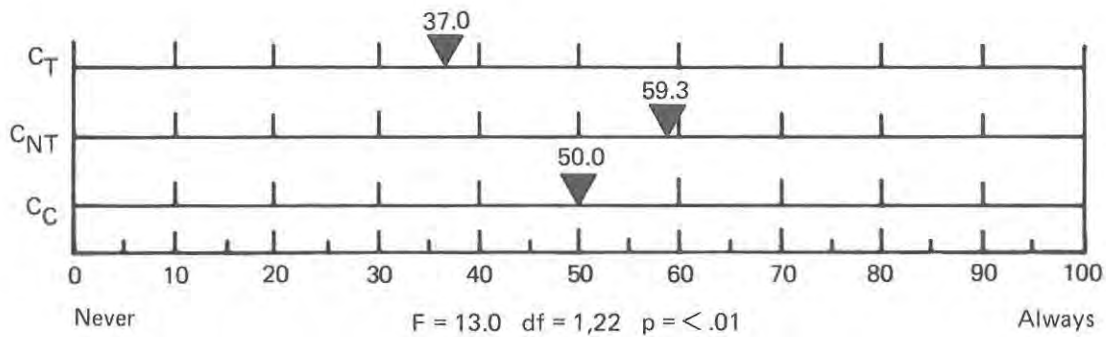
Citizens in your patrol area report crime they observe:



Citizens in your patrol area identify themselves as witnesses when necessary and appear in court when requested:



Citizens in your patrol area are aware of what is going on in their neighborhoods and of troublesome situations when they occur:



C_T = Tenured Officers; C_{NT} = Non-tenured Officers; C_C = Composite Response

^aMean Time

Table 23 (Continued)
MEAN RESPONSES OF TENURE/NON-TENURE CONTROL OFFICER
PERCEPTION OF COMMUNITY SUPPORT

Counseling troubled people is:

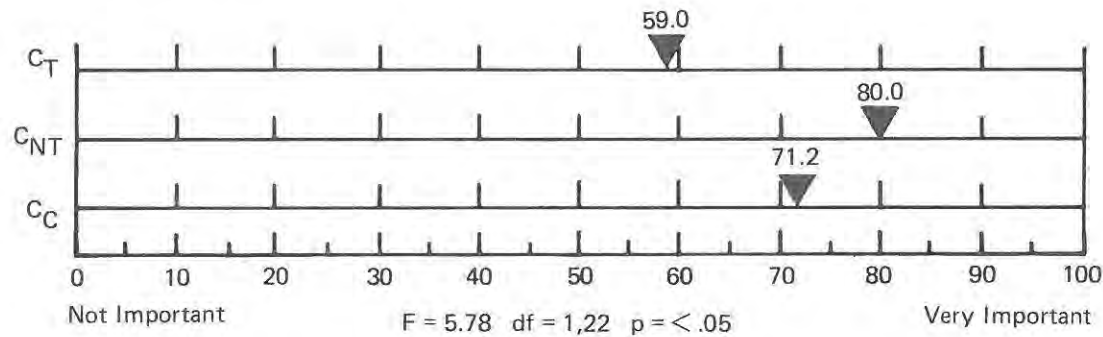
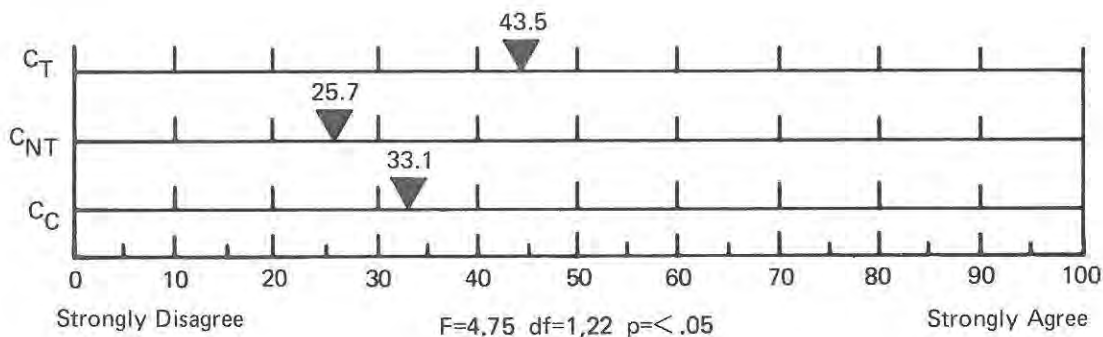


Table 24
MEAN RESPONSES OF TENURE/NON-TENURE CONTROL OFFICER
ATTITUDE REGARDING COMMUNITY INVOLVEMENT

As a general rule police officers must remain aloof from the community:



C_T = Tenured Officers; C_{NT} = Non-tenured Officers; C_C = Composite Response

Conclusions Regarding Beat Tenure and Project Objectives

Increased tenure on a beat was expected to be associated with officers reporting increased knowledge about the beat, yet there is no evidence in these data that the two measures are directly related. In the context of the Community Profile experiment, the obvious conclusion is that it is not simply the length of time on a beat assignment but the use of time that increases an officer's knowledge of his beat.

Where the tenured and non-tenured groups of Control Officers showed significant attitudinal differences, all the differences were in the direction of associating *increased* tenure with more negative opinions of the community support for law enforcement. Taken alone, this is a most discouraging finding; however, in the context of the Community Profile experiment, it may again point out that tenure alone is not important, while tenure combined with a redirected patrol approach may improve the officer's sense of community support.

FINAL CONCLUSIONS

The 24 patrol officers who became Community Profile Officers were essentially unanimous in reporting, both in their Profile Reports and verbally, that the experience had markedly changed their attitudes about patrol work and about the communities they served.

SDC's analysis of indicated attitudinal and behavioral changes provides support to the Experimental Group's self-assessment that their attitudes, and to some extent their behavior, did in fact change in several areas over the course of the experiment.

First, the group was expected to develop an expanded concept of the *role* (responsibility and discretion) of a *beat patrol officer*. Manifestations of the group's acceptance of an expanded role are shown by the following:

- Acceptance of the responsibility to learn more about the communities being served,
- Acceptance of the responsibility to increase contacts with community citizens and leaders,
- Acceptance of the responsibility to act as citizen advocates, and
- Acceptance of increased discretion to shift the emphasis of their patrol activities.

Second, the Experimental Group was expected to increase significantly the *level of their knowledge* about their individual patrol areas and local problems. SDC's analysis shows the following:

- The Experimental Officers reported a significantly greater increase in knowledge about the physical, demographic, and socio-economic characteristics of the beats than did the Control Officers.
- The Experimental Officers reported a significantly greater increase in knowledge about the availability and quality of various community resources and services than did the Control Officers.
- The Experimental Officers reported a slightly greater increase in knowledge about crime information sources than did the Control Officers.
- There was no significant difference between the two officer groups on their personal assessments of the adequacy of their knowledge about their beats. (The Experimental Officers who reported learning more apparently felt they needed to know more than did the Control Officers.)

Third, the Community Profile Officers were expected to apply *patrol strategies* in keeping with their individual assessments of the needs of the communities they served. SDC's analysis of indicated changes in this area shows the following:

- As a group, the Experimental Officers shifted the emphasis of their daily patrol work away from issuing traffic citations and warnings and conducting field interrogations toward an increased level of non-law enforcement contact with beat citizens, as measured by reported daily activity.
- The Experimental Group showed moderation, from a positive to a more neutral position, regarding the value it ascribed to roving patrol than did the Control Group.
- The Experimental Group's assessment of the relative importance of various patrol functions and activities indicated no significant change in relative priorities resulting from their project experience.

Fourth, the Experimental Group was urged to explore new options in their use of *community resources* for dealing with non-criminal problems and to facilitate improved service to beat citizens. SDC's analysis showed the following:

- The Experimental Group's reported use of community referral agencies was no more extensive than that of the Control Group, and actually showed a slight decline over the course of the

Community Profile Project.

- The Experimental Group's unexpected lack of reported growth in their use of referral agencies is partially explained by their generally poor assessment of the quality of services provided by referral agencies.
- The Experimental Group made moderate use of Citizen Action Requests in an attempt to improve municipal services while no use was reported by the Control Group.

Fifth, the Experimental Group was expected to develop increased respect for the value of improved *police-community relations* and increased confidence that the community would support the Community Profile Approach to patrol practice. SDC's analysis supports the following conclusions:

- The Experimental Group ascribed a higher value to community relations activities than did the Control Group.
- The Experimental Group indicated greater confidence in the community's support for law enforcement than did the Control Group.

In summary, it is clear that the vast majority of the Experimental Officers felt that they had greatly increased: (1) their sense of beat responsibility, (2) their level of knowledge about their beats, and (3) their level of involvement in the communities they served. SDC's conclusion is that the available evidence confirms these reported changes.

NOTES

1. Project Staff, *Community Profiling and Police Patrol: Final Staff Report of the Community Profile Development Project* (San Diego Police Department, 1974), pp. 56-57. Hereafter referred to as *Community Profiling and Police Patrol*.
2. Project Staff, *Directory of Social Service Agencies* (San Diego Police Department, 1974).
3. Project Staff, *Community Profiling and Police Patrol*, p. 80.
4. See Appendix A for items assigned to each of the resource/service categories.
5. See Appendix B Part III for complete set of questions and response data.
6. See Appendix B Part IV for complete set of questions and response data.
7. Profile Officers, *Profile Report No. 4: Officers' Final Evaluations* (San Diego Police Department, Community Profile Development Project, September 23, 1974). Hereafter referred to as *Profile Report No. 4*.
8. *Ibid.*
9. Project Staff, *Community Profiling and Police Patrol*, p. 63.
10. Because the focus of the analysis was on officer groups, the number of complaints against individual officers was not collected. In the case of both groups, it is possible that a minority of officers received complaints.
11. (1) Survey responses regarding referral activities and other measures of community interaction; (2) use of Citizen Action Requests; (3) the Experimental Officers Profile Reports; (4) Citizen Complaints and Commendations; and (5) observations and comments obtained through interviews with various SDPD managers.
12. Project Staff, *Community Profiling and Police Patrol*, p. 57.

13. Profile Officers, *Profile Report No. 4*.
14. *Ibid.*
15. See Appendix B, Part II, questions 1, 2, and 3 for group responses from all three survey periods.
16. All chi-squares (χ^2) used in testing significance of group responses were computed excluding the *No Response* category. An unexpected high non-response rate was noted on the part of experimental officers regarding most of the questions on the officers' Daily Report Supplement. In most cases the percentage of non-responses was at least twice as great for Experimental Officers as for the Control Officers. The only justification brought to the attention of the evaluation staff by Experimental Officers was the fact that no middle ground was permitted in responding to some of the questions. However, an equally high rate of Experimental Officer non-response was noted to questions providing a broad range of response. Because of the high and unexplained non-response rates of the Experimental Officers, readers are cautioned not to overemphasize the significance of group response differences identified in the analysis of supplement data.
17. See Appendix D for complete Daily Report Supplement Group Responses.
18. Profile Officers, *Profile Report No. 4*.
19. The thrust of the project did not end with the conclusion of the field phase (September 1974), but the Experimental Officer's morale was lower because of the expectation that Community Profile Approach would not be continued by the SDPD.
20. Chief R. L. Hoobler, Speech to the 81st Conference of the IACP, Workshop on Police Standards, Washington, D.C., September 1974.
21. Profile Officers, *Profile Report No. 4*.
22. See Appendix B, Survey Response Data (Part II, questions 27-39).
23. The ordering of police activity items into the three functional categories: *Enforcing the Law, Maintaining Social Order, and Providing Social Services* was not based on any commonly accepted criteria with established validity and reliability. A similar analysis and treatment of response data was performed by the American Institute for Research, in their assessment of a police community relations experiment in Washington, D.C., *The Pilot Police Project*, January 1972.
24. Project Staff, *Community Profiling and Police Patrol*, pp. 69-70.
25. The chi-squares test combined *Preventive Patrol* with *Suspect Surveillance* and *Community Relations* with *Study and Training*. Non-responses were excluded.
26. Since Experimental and Control Officers shared the same beats, traffic accident statistics could not be directly analyzed in any way so as to isolate the impact of the two officer groups' traffic enforcement practices. However, it is interesting to note that traffic accidents at the Northern Division during the project period declined to their lowest point in five years. It should also be noted that gasoline rationing was in effect during the same period.
27. Project Staff, *Community Profiling and Police Patrol*, p. 44.
28. Profile Officers, *Profile Report No. 4*.

PART II

SAN DIEGO POLICE DEPARTMENT

COMMUNITY PROFILING AND POLICE PATROL ABSTRACT¹

INTRODUCTION

The Community Profile Development Project (CPDP), a wide-ranging experiment in patrol innovation sponsored by the Police Foundation, was successfully carried out in the Northern Division of the San Diego Police Department from November 1973 to September 1974. Its goal was:

To improve police patrol practice by requiring each profile officer to (1) systematically learn his beat, (2) identify and document the full range of beat problems, and (3) develop patrol strategies to solve these problems at his level.

The project began with an intensive training program for 27 randomly selected participants (24 patrol officers and their 3 sergeants), and was tested during an experimental period of approximately ten months. System Development Corporation (SDC), a Santa Monica-based evaluation firm which was retained by the Police Foundation, conducted an independent empirical test of the project.

The CPDP carries broad implications for policing in San Diego. Based on the principle of beat accountability, the CPDP was proposed as a more reasoned approach to street policing which incorporates methods of community analysis into the everyday conduct of patrol practices. By combining a high degree of community involvement with an emphasis on the development of methodical and innovative police work, the project aimed to increase an officer's field effectiveness even as he continued to respond to traditional called-for services. As a *process* of patrol professionalization, then, community profiling entailed a systematic change in the officer's perception of the nature of the community he serves, and of his *role* as a police officer accountable to that community and to the goals of the department. At the same time, the CPDP demonstrated that, for such an effort to be sustained, *organizational* changes of potentially wide scope would need to be introduced as well. The CPDP, therefore, has represented a patrol experiment both in role redefinition *and* organizational change. For these reasons, it has attracted considerable national attention as well as inquiries from outside the United States. This report represents a summary of some basic dimensions and implications of the community profiling approach to police patrol.²

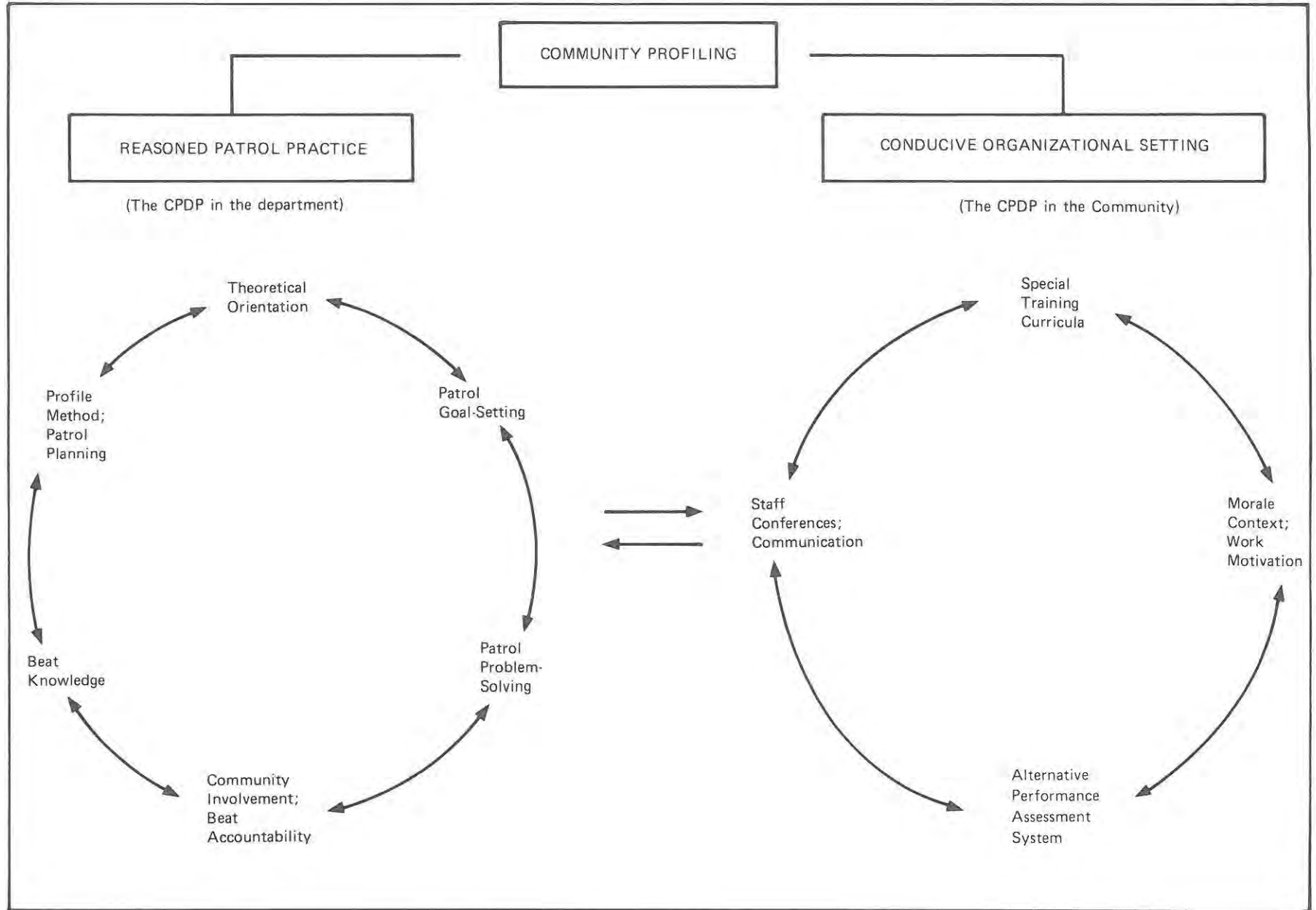
COMMUNITY PROFILING AND POLICE PATROL

Community profiling refers to a process of developing a fully reasoned patrol practice in a conducive organizational setting. This general definition is specified in Figure 1 and may be elaborated as follows. A *reasoned patrol practice*, from the frame of reference of the CPDP, entails the continuing development of such elements as method, knowledge, planning, problem-solving, and goal-setting in everyday patrol work. These are briefly considered below.

Method in Everyday Patrol Work

Community profiling requires a disciplined and methodical approach to beat knowledge. For this purpose, profile officers received instruction in a variety of methods of community analysis. As a method, *profiling work* involves systematic procedures of daily patrol planning, field observation, data collection, and problem analysis. The ever-growing product of this activity constitutes an officer's personal *community profile*, and should provide him with a reasoned basis on which to develop responsive and innovative

FIGURE 1



patrol goals and strategies in policing his area of responsibility. Routine random patrol and *common sense* appraisals of beat conditions frequently reflect a lack of accurate documentation and research into the scope and sources of police and community problems. Accordingly, in stressing the importance of method the CPDP sought to impart to profile officers an *attitude of study* toward their everyday patrol work.

Beat Knowledge

CPDP officers' methodical work in developing profiles of their beats was intended to yield increasingly improved levels of *beat knowledge*. Such knowledge entailed an awareness of community structure (demography, socioeconomic conditions, institutions, agencies, groups, community leaders, and the like), as well as an analysis of beat patterns and trends of criminal, noncriminal, traffic, and police-community problems. To assist the officers in this process, the CPDP staff provided them with census statistics for each beat, monthly summaries of specific types of reported crimes per beat, and a comprehensive and cross-referenced directory of local social service agencies to inform them of available referral possibilities. A Resource Center containing a variety of other information sources was also established for their use. Further, profile officers were assigned to the same beat throughout the project, and were equipped with handi-talkies to free them for profile activities while allowing for their emergency availability. The officers maintained regular journals of their work; submitted a series of major profile reports which ranged from ecological studies of their beats to comprehensive analyses of beat problems; and kept these and other pertinent beat profile information in specially designed binders which had been distributed to them at the outset of the training program. But in developing beat knowledge, the CPDP emphasized not the collection of community data *per se* but the *process* to be undertaken by the patrol officer, premised on a high degree of beat accountability and community involvement.

Beat Accountability and Community Involvement

Beat accountability and community involvement are integral dimensions of the community profiling process. *Beat accountability* refers basically to a patrol officer's continuing development of a personal sense of responsibility for the people and problems of his beat. It is manifested by an officer's actual responsiveness to beat conditions, and by his increasing willingness to get involved in the community and help people solve such problems as pertain to the police service function. If it is to be at all meaningful, moreover, such *community involvement* must be based on the officer's knowledge and competence to solve beat problems at his level. Community involvement, in this sense, entails a demanding process of police-community interaction oriented to problem-solving, rather than an image-selling program of "public relations." Further, a patrol officer's thorough familiarization with the people and problems of his beat helps to avoid those types of hasty police action which can provoke serious police-community confrontations, and spell the difference between a safe, effective response, and a dangerous, ineffective one. By definition, an increase in police-community cooperation brings a corresponding decrease in police-community polarization. From the point of view of the CPDP, then, beat accountability, community involvement, and beat knowledge are inseparable elements of a reasoned patrol practice which necessarily flow from one another.

Patrol Problem-Solving and Goal-Setting

CPDP officers were encouraged to replace, where appropriate, the common practice of routine random preventive patrol with more responsive and effective patrol strategies based on their growing community profiles. Their profile knowledge was seen as encompassing not only a growing awareness of their potential and limitations to deal with a wide range of beat problems, but also an awareness of those community resources they can rely on to continue the problem-solving process in areas where they lack expertise or jurisdiction. In a sense, the project moved from a research phase, in which the officers focused on developing a community profile, to an action phase, in which the officers focused on implementing innovative strategies for dealing with beat problems. The CPDP, which stressed goal-oriented patrol efforts specifically directed to problem sources rather than standard work output *per se*, afforded project officers a greater degree of discretionary decision-making. Again, our rationale was that the officer who is knowledgeable about, involved in, and accountable to his community is in the best position to make decisions concerning beat-specific problems. During the project, profile officers attended and sponsored community meetings, conducted special classes aimed at specifically identified beat problems, invited citizen ridealongs, used the local media, developed an innovative approach to beach area parties and disturbances, followed up on individual cases, made referrals and considered more effective alternatives to incarceration within department guidelines, walked sectors of their beats, submitted Citizen Action Requests and Traffic Improvement

Requests, considered community organizing approaches, and the like—strategies which generally reflected a marked departure from traditional police patrol practices.

Throughout, the CPDP emphasis was on each patrol officer's planning and organization of his everyday activities with a view toward long-range peace keeping and crime control objectives in the area of his patrol. By proceeding in this manner to develop a fully reasoned approach to his work, the patrol officer will be explicitly connecting what he does during his daily tour of duty to the larger goals and objectives of the department. In the process, he will also be improving the quality of police patrol services in the community.

Organizational Support

The community profiling approach demanded considerably more work from patrol officers on an everyday basis. But in raising the organization's expectations of officers' work, the CPDP also raised the officers' expectations of the organization, and specifically of its obligation to provide conducive conditions and support for their work. In order to establish a requisite support base, the CPDP focused on such organizational concerns as direction, communication, evaluation, motivation and work satisfaction; and it introduced such organizational innovations as special training, staff conferences, and an alternative performance assessment system (see Figure 1). These are briefly considered below.

CPDP Training Program

The Police Foundation, in accepting the CPDP grant proposal, allotted funds for 60 hours of formal training as the first step in the implementation of the project. Given the broad scope of the community profile concept and the need to provide a central orientation for a randomly selected group of 27 participants, the importance of such a first step was clearly recognized. The CPDP Training Program, designed and coordinated by the project staff and conducted by a group of highly qualified professionals, was held in November 1973. It was an intensive educational program aimed to examine critically the theoretical and practical dimensions of the CPDP. The curriculum included instruction in areas of relevant social theory; history of the police; the police patrol role; organizational analysis; community profiling methods; community organization theory and method in police patrol; communication skills and interpersonal relations; and a series of goal and strategy workshops. One particularly noteworthy feature of program design was the inclusion of a *retreat setting* for the major phase of this educational process.³

In addition, later in the project a full-day workshop for profile sergeants was held to address specific issues and problems of firstline supervision which had not been considered during the November training program. This workshop focused on a comprehensive role analysis of firstline supervision, and on instruction in conference management skills and performance assessment methods.

The relation of theory and practice was at the heart of the CPDP training phase. The function of patrol theory is to provide a clear orientation to patrol practice, to illuminate the larger context in which police work is done. Despite the assumption that "theory" is somehow irrelevant to practical police training, project officers generally found the discussion of theoretical principles to be highly relevant and of considerable *practical* value. (Indeed, the most *impractical* activity is that which, lacking a theoretical "compass and map" to guide it, wanders aimlessly. Similarly, the practice of police patrol, if it is to be meaningfully directed toward specific goals, requires an awareness of police patrol theory.) The task of the CPDP Training Program, then, was to make profile theory and method explicit in order to redirect patrol practice. CPDP officers, in their work and profile reports throughout the field phase of the project, reflected a broader insight into their profession, we believe, than they would have derived from a more strictly "nuts and bolts" training base.

Staff Conferences

Staff (or squad) conferences were held during the project as an alternative to the traditional lineup. The lineup tends to epitomize an organizational setting in which communication flows downward, with the lineup supervisor functioning primarily as an announcer of various types of information but with little or no feedback from the patrol officers. The concept of staff conferences, by contrast, called for an alternative setting for open discussions of area problems and strategies, with both the supervisor and the officers expected to come prepared and participate actively in this planning and evaluating process. During the project, however, we observed various problems which underscored the importance of supervisor instruction in conference management methods and the need for all participants to understand fully the purpose of this alternative to lineup. Still, by project's end it was quite clear that these regular conferences led to increased

squad communication and coordination, better informed performance evaluations by supervisors, and increased work motivation.

Performance Assessment

The system of officer performance assessment is a critical factor in shaping the quality of police patrol practice. As we observed throughout the project, the method by which patrol officers are evaluated sets the tone and direction for the manner in which they will conduct their work. Officers tend to structure their patrol activities according to the perceived likelihood that such activities will be positively recognized by their supervisor; and conversely, they tend to avoid that which they believe will go unrecognized. In short, they generally gear their conduct in accordance with the existing structure of rewards, incentives, and sanctions.

The CPDP addressed various problems of the existing evaluation system which hindered a legitimate test of the project. In general, we were concerned about the emphasis placed on standard measures of officer productivity (traffic citations and warnings, arrests, field interrogations) *without* regard to actual beat conditions, and the "numbers game" psychology which had seemingly grown in response to this emphasis. Despite official guidelines to the contrary, it appeared that patrol officers perceived their "numbers average" as the main criterion by which they were evaluated and recognized. Hence, in a project report presenting an analysis of this problem, we reached the following conclusions concerning these unintended functions of the evaluation system:

Officers responding to current expectations are effectively *discouraged* (1) from devoting time to increasing their beat knowledge and accountability, (2) from cultivating community involvement and mutual support, and (3) from developing creative and appropriate police responses to their specific beat problems. Supervisors employing the current approach to performance assessment, in turn, generally *fail* (1) to become well informed about the concrete dimensions of area problems, (2) to become well informed about the quality of their subordinates' patrol practices, and therefore (3) to discharge properly their responsibilities in providing supervisory guidance and instruction to their officers in specific areas of professional skills—the primary function which, in their capacity as evaluators, supervisors ought to be equipped to provide.

These unintended but serious consequences of the existing performance assessment system had persisted because of the lack of any adequate alternatives to command's legitimate interest in accounting for the "work levels" of their patrol units.

The alternative CPDP approach to the evaluation of patrol officer performance was introduced mid-way through the project: In general terms our approach underscores the importance of viewing officer evaluation as an *ongoing process*, rather than as a routine once-per-shift form to be filled out by the officer's supervisor. It spells out specific goals, criteria, and procedures for officer evaluation, focusing on the relation between the quality of officers' patrol work and beat conditions, rather than on standard work output irrespective of beat conditions. It redefines the supervisor's role in the evaluation process, and requires increased effort and involvement from the supervisor. It calls for an alternative structure of rewards and incentives which specifically recognizes all aspects of an officer's beat-accountable patrol work which are consistent with community profiling goals and objectives. And it is based, of course, on the leadership of middle and top level managers in the police organization, without whose support any attempt at organizational innovation would soon founder.

Morale, Motivation, and Commitment

The CPDP demonstrated that the quality of police patrol practice is directly related to the inherent job satisfaction felt by the patrol officer. Indeed, any organization depends on the high morale, motivation, and commitment of its personnel if its goals and objectives are to be fully and effectively met. Moreover, such high work attitudes are facilitated by organizational conditions; and conversely, morale problems—as indicated not only by high turnover and absenteeism, but by "clock watching" and "psychological absenteeism" as well—reflect organizational problems.

Chief R. L. Hoobler, in a speech delivered to the 1974 annual conference of the International Association of Chiefs of Police, addressed himself to these concerns and noted that "we are neglecting to create the needed job satisfactions that can be developed among patrol *generalists*." And further, concerning experiments in patrol innovation which have focused solely on new techniques, Chief Hoobler observed

that "too often the operation was changed but the officer's self-image of his role was not. . . The emphasis of the community profile project has been to modify the officer's perception of his role and to provide him with a greatly enriched sense of accomplishment." In fact, if there is one confirmed finding in all the studies of worker morale and satisfaction, it is the correlation between the variety and challenge of the job and the gratifications which accrue to the workers. The CPDP attempted to build into patrol work sufficient variety, sufficient complexity, and sufficient skill to engage the abilities of the officer, and thereby secure higher motivation to produce quality work. In this regard, by focusing on the generalist character of the patrol role, the CPDP attempted to counter the tendency in large-scale organizations toward increasing specialization and routinization of jobs.

Further, the development of high work attitudes in formal organizations, including police departments, will not be accomplished simply by formulating more rules about performance standards. The rules and regulations of the organization serve to specify the *minimum* level of acceptable performance—but too often the minimum expected tends to become the maximum accomplished. Rules by themselves do little to modify *attitudes* toward work, but serve primarily as guidelines for behavior (i.e., they permit "activity" without "participation," they enable an employee to work without being committed to it). We found that patrol officers will more likely be motivated by conditions of work solidarity which permit autonomy and innovation in their everyday work, and by the imaginative leadership of persons (not rules) in superior positions in working toward department and project goals. The issue is not, of course, to eliminate rules and regulations, but to build on them and to permit the free development of a more reasoned patrol practice, and thereby to maximize the potential of each patrol officer.

Humanistic vs. Technical Orientations to Patrol Work

This development of a fully reasoned patrol practice entails the ongoing exercise of members' human and critical faculties, rather than the mechanical and uncritical application of routine technical procedures in working to resolve police and community problems. In this sense, community profiling is guided by a *humanistic* rather than a *technical* orientation to police patrol work. This distinction may be briefly elaborated as follows.

A *technique* refers to a mechanical procedure or operation which, once learned, can be routinely applied to various tasks and situations. In principle, a *technical* orientation to work achieves its culmination when jobs become so simplified and standardized that they can be performed by automated machines. Accordingly, a technical orientation to patrol work is one which becomes increasingly characterized by activities which are mechanically manageable, easily quantified (for example, in the *Officer's Daily Report*), and guided by limited objectives rather than complex goals. Community profiling practice also entails, of course, a variety of technical skills and procedures, including traditional police techniques. But it is misleading to consider the CPDP as consisting simply of the introduction of some sort of new technology into police work. Such a sole preoccupation with the technical aspects of police patrol led occasionally, as we observed throughout the project, to a mistaken understanding of the CPDP as a "set of beat identification techniques," a new patrol "bag of tricks," and even a "public relations gimmicks" project.

A *humanistic* orientation to patrol work, on the other hand, aims to maximize the potential of the department's human resources. It refers specifically to the ongoing development of those elements of fundamentally *human* rather than mechanical work (for example, creativity, imagination, responsible discretionary decision-making).⁴ Accordingly, we emphasized the view of community profiling as a continuing process of patrol officer self-education, (i.e., as a rigorous, goal-oriented approach to policing aimed at the more effective resolution of beat problems, and which consequently demands continuing critical self-evaluation or "self-profiling"). This is not to suggest, of course, that technical considerations should be avoided in police patrol work, but rather to stress that it is the officer himself and not his equipment who is the critical variable in policing. The mere availability of sophisticated technical tools, in the absence of a reasoned patrol practice, will not accomplish police and community goals.

In sum, what we have called the theoretical perspective of the CPDP can most succinctly be expressed as a *humanistic orientation to a reasoned patrol practice based on beat accountability*. Insofar as this approach incorporates elements of a professional practice, it may be considered as an attempt to further the professionalization of the police patrol function. But in this respect, we must agree with the following observation:⁵

A police professionalism oriented around technical expertise and proficiency, with an overlay of the argot of the academic world but without any real internalization

of the traditional humanistic values of the ancient professions, is dangerous for the police practitioners and the society they are supposed to serve and protect. To date the police. . . applaud and vigorously seek the autonomy of the professional but are rather superficial and perfunctory in developing the kind of systematic knowledge base, academic involvement and research orientation, collegueship, service ideal, critical self-analysis, and nonbureaucratic controls that are usually the hallmark of professionalism.

Models in the Organization of Police Patrol

Tables 1 and 2 may provide a sharper context for this discussion of CPDP principles and approaches to patrol work. Table 1 outlines basic characteristics of the CPDP *patrol practice model*, and contrasts them to parallel characteristics of a traditional patrol practice model. Table 2 contrasts basic characteristics of the CPDP *organizational model* to those of a paramilitary organizational model. It must be stressed that these models represent only *ideal types*; i.e., they should be seen as formulations of two poles of a continuum, which in actual practice are approximated in varying degrees by the patrol styles and systems of different police departments. Still, it is useful to draw this dichotomy in order to make clear the points of divergences between CPDP and non-CPDP approaches to police patrol.

Recommendations

The Community Profile Development Project was concluded on October 31, 1974. On the basis of a sound and successful experimental test, the CPDP staff urged city-wide adoption of the community profile approach to patrol practice, and proposed a series of recommendations in such interrelated areas as training, evaluation, communication, motivation, and direction. In general terms, these recommendations call for the following:

- That an in-service training program be established at all levels of the department to provide for an integrated organizational reorientation to police patrol based on community profiling principles.
- That the academy curriculum and the academy instructor selection process be revised to ensure for an integrated approach to recruit officer education in community profiling theory and method, and for a consistent relationship between academy instruction and field training.
- That the proposed CPDP system of officer performance evaluation be refined and fully implemented on a department-wide basis.
- That communication and information systems be improved to provide organizational support to the community profile approach to patrol work.
- That Patrol Bureau goals and objectives be clarified and specified, and that the Patrol Bureau establish role guidelines and expectations for all patrol personnel.
- That patrol officers be assigned beats on an extended basis, and that beat tenure be decided on considerations of officer competence, commitment, and accountability to the community.
- That all on-duty patrol officers be equipped with handi-talkies, and that officer training be provided on the effective use of this equipment.
- That the formulation of patrol policies consistently reflect and procedurally support this orientation to a fully reasoned patrol practice based on beat accountability.

Immediately upon the conclusion of the CPDP, Chief R. L. Hoobler moved to establish a Patrol Bureau Planning Group to develop plans for a major reorientation in patrol practices and administration. Under the direction of Patrol Chief M. A. Sgobba, this Planning Group is considering the feasibility of city-wide implementation of the community profile concept, based on a thorough analysis of departmental resources and capabilities.

Table 1

ELEMENTS	CPDP PATROL PRACTICE MODEL	NON-CPDP PATROL PRACTICE MODEL
	Mode: COMMUNITY PROFILING	Mode: TRADITIONAL PATROL
Patrol Orientation	<ul style="list-style-type: none"> • Humanistic orientation • Reasoned practice • Beat accountability (central) 	<ul style="list-style-type: none"> • Technical orientation • Routinized practice • Beat accountability (peripheral)
Patrol Procedures	<ul style="list-style-type: none"> • Methodical profiling procedures • Emphasis on disciplined patrol planning and goal-setting • Community involvement • Beat knowledge (awareness of community demography, socio-economic conditions, institutional structure; analysis of beat patterns and trends of criminal, non-criminal, traffic and police-community problems) 	<ul style="list-style-type: none"> • Random preventive patrol • Lack of disciplined patrol planning and goal-setting • Public relations • Beat knowledge (focus typically confined to “trouble spots,” “trouble makers,” main traffic arteries)
Patrol Problem-Solving	<ul style="list-style-type: none"> • Officer-initiated strategies directly responsive to beat problems • Focus on problem sources • Innovation, alternative approaches to problem-solving 	<ul style="list-style-type: none"> • Officer activity guided by quantitative work output standards • Focus on problem symptoms • Traditional police techniques

TABLE 2

CPDP POLICE PATROL ORGANIZATIONAL MODEL		NON-CPDP POLICE PATROL ORGANIZATIONAL MODEL
ELEMENTS	Mode: PROFESSIONAL	Mode: PARAMILITARY
Patrol Training	<ul style="list-style-type: none"> • Educational mode • Curricular emphasis on theoretical and historical perspective; critical self-analysis; methodological procedures of community profiling • Varied settings (including retreat setting for deroutinized, intensive educational process; maximum participation expected) • Professional and police instructors 	<ul style="list-style-type: none"> • Training mode • Curricular emphasis on technical issues, rules and regulations; general lack of theoretical perspective and critical self-analysis • Formal classroom setting (stress academy, rigid rule orientation, minimum participation expected; formal in-service training) • Police instructors
Daily Briefings	<ul style="list-style-type: none"> • Staff conferences (professional setting) • Officer as active participant (everyday planning and preparation expected) • Sergeant as facilitator, coordinator • Two-way communication; squad discussion of area problems and patrol strategies 	<ul style="list-style-type: none"> • Lineups (military setting) • Officer as passive recipient (no expectation of everyday planning) • Sergeant as announcer • Downward communication; no squad discussion of area problems and patrol strategies

TABLE 2 (Continued)

CPDP POLICE PATROL ORGANIZATIONAL MODEL		NON-CPDP POLICE PATROL ORGANIZATIONAL MODEL
ELEMENTS	Mode: PROFESSIONAL	Mode: PARAMILITARY
Performance Assessment	<ul style="list-style-type: none"> • Professional structure of rewards and incentives (reward centered) • Evaluation as an ongoing process (continuing sergeant-officer interaction) • Qualitative focus on professional skills, directly relating patrol practices to beat conditions (emphasis on patrol work in the community) • Redefinition of supervisory roles (sergeant as educator, facilitator, diagnostician, disciplinarian) 	<ul style="list-style-type: none"> • Traditional structure of rewards and incentives (punishment centered) • Evaluation as a routinized activity (centered on standard shift-change form) • Quantitative focus on standard work output, regardless of beat conditions (emphasis on intra-departmental discipline, inspections) • Traditional supervisory roles (disciplinarian emphasis)
Character of Work (morale context)	<ul style="list-style-type: none"> • Non-routinized (humanized) • Increased autonomy in decision-making • Higher expectations for increased personal efforts, oriented to maximize officer's potential • Higher work motivation (process of disciplined self-education, intrinsic job satisfaction) 	<ul style="list-style-type: none"> • Routinized (mechanized) • Rule-oriented decision-making • Standard expectations for standard levels of activity (the minimum expected tends to become the maximum accomplished) • Lower work motivation ("bureaucratic sabotage" practices, e.g., clock watching, psychological absenteeism)

NOTES

1. This abstract was prepared in December 1974 by the project director, Chief of Police R. L. Hoobler, and the project staff, Lieutenant Norm Stamper, Project Coordinator; Ruben G. Rumbaut, Research Associate; Paul Crook, Research Associate; and June W. Brewer, Research Assistant.
2. For comprehensive analyses of the CPDP, see *Community Profiling and Police Patrol: Final Staff Report of the Community Profile Development Project* (San Diego Police Department, October 1974); and the *SDC Final Evaluation Report* (Santa Monica: System Development Corporation, November 1974.)
3. A complete discussion and evaluation is contained in *CPDP Training Program: A Comprehensive Report* (San Diego Police Department, January 1974).
4. It is the relative absence of these elements of human work which is symptomatic of activity that is routinized, repetitive, standardized, mechanized (and hence, in this sense, "dehumanized"). Workers who come to experience their work in this manner are simply "doing time" rather than becoming absorbed by their work. It should be stressed here that this concept of a "humanistic" orientation to work is *not* synonymous with so-called "bleeding heart humanitarianism," "social work sentimentalism," or the like.
5. Abraham Blumberg and Arthur Niederhoffer, "The Police in Social and Historical Perspective," in Niederhoffer, ed., *The Ambivalent Force* (Waltham, Mass.: Xerox College Publishing, 1970), pp. 13-14.

PART III

SAN DIEGO POLICE DEPARTMENT PRESS RELEASE

Chief Ray Hoobler and Police Foundation President Patrick V. Murphy announced today¹ that the San Diego Police Department is entering a new era of community-oriented policing. This step represents a major departure from contemporary styles of urban police work.

Chief Hoobler's decision to move in this new direction is based on the successful results of the department's Community Profile Project, a wide-ranging experiment in patrol innovation which was evaluated for one year and is receiving increasing national attention. The project was sponsored by the Police Foundation, a private institution funded by the Ford Foundation and based in Washington, D.C.

Chief Hoobler, in a statement to the officers who participated in the Community Profile Project, commended them "for their sincere effort in conducting what I believe will become one of the most meaningful experiments in modern-day law enforcement."

All officers and supervisors in the Patrol Division will receive advanced training in the new approach to police work in the community. Instruction is scheduled to begin in the immediate future. Full city-wide implementation is expected by July 1975, Hoobler said. The city would incur no costs as the result of this major departure, which the department has named *Community-oriented Policing*.

Summaries of all proposals that will be adopted to develop the new police patrol system will be distributed at the press meeting.

COMMUNITY-ORIENTED POLICING: SUMMARY OF RECOMMENDATIONS

I. *DEVELOPING A COMMUNITY-ORIENTED APPROACH TO POLICING*

Provides that patrol officers become closely attuned and accountable to the people and problems of their beats. It is intended to develop a systematic officer approach to beat knowledge and problem solving, based on a high degree of community involvement and beat accountability. In profiling an area, a patrol officer becomes a student of his beat — he broadens his awareness and understanding of the "pulse" of the community he is assigned to, including the scope and sources of beat problems and available community resources. His profiling work gives him a goal to reach for and a way to accomplish beat objectives by directing his patrol efforts to the sources of area problems. Consequently the beat officer moves away from "band-aid" approaches to community problems and toward a more innovative approach to street policing. He becomes a knowledgeable community resource to the people of his beat. In the process he develops a strong identification as *the* beat officer responsive and accountable to the people of that community. He develops, in short, a community-oriented approach to policing.

Organizationally, the emphasis of the beat profiling process is on *accountability*. It facilitates an upward communication vehicle through which middle and top level management become better informed about

patrol practices. Beat profiling gives the officer a method of connecting his everyday activities to the larger goals of the department, and thus improves the quality of police patrol services in the community. It is intended as an integrated approach to police-community relations, and as a means of increasing the challenge and prestige of patrol work within the department.

II. *PATROL BEAT INFORMATION PROGRAM*

Establishes information procedures to keep each patrol officer regularly informed of totals and trends of specific types of crimes and traffic accidents on his beat, as well as pertinent census information. Officers will also be given a comprehensive directory of community agencies, listing detailed information on available community resources on which the officer can rely to continue the problem-solving process in areas where he lacks expertise or jurisdiction. This beat information program is intended to support the officer's profiling efforts and broaden his awareness of beat problems and community resources.

III. *SQUAD CONFERENCES*

Establishes daily squad conferences as an alternative format to the current lineup briefing. The concept of squad conferences calls for open discussions of area problems and patrol efforts, with both the squad supervisor and the officers expected to come prepared and participate actively in this everyday process. These daily conferences are intended to permit increased squad communication and coordination, and much better informed performance evaluations by supervisors.

IV. *OFFICER PERFORMANCE EVALUATION SYSTEM*

Establishes a system of ongoing evaluation and accountability, built on an explicit set of criteria and procedures, which will assure that an officer is recognized and held accountable for the important areas of his patrol performance. It pays particular attention to areas of beat knowledge, community involvement, problem solving, squad conferences, work procedures, personal relations, and officer potential. The evaluation system is intended to motivate an officer to develop patrol approaches responsive to the people and problems of his beat. It requires increased involvement from the supervisor in developing officers' potential. Throughout, the emphasis of the evaluation system is on accountability to the community and to the department.

V. *PATROL DIVISION STAFFING SYSTEM*

Underscores a strong beat accountability orientation to patrol work by establishing a beat tenure policy and an alternative to the shift rotation system. This permits an officer to remain assigned to a beat for an extended period, become more knowledgeable about beat problems and more effective in problem solving, develop an identification as the beat officer, and hence become a more valuable community resource.

VI. *PATROL BEAT RIDE-ALONG PROGRAM*

Proposed on an experimental basis for a period of one year, it strengthens the beat accountability and community involvement emphasis of this approach to policing. It focuses on problem-solving and not on image-selling. It aims to develop mutual awareness between the beat officer and the people that live or work on his beat — that is, it aims to increase the officer's understanding of community needs and expectations, as well as the community's awareness of their beat officer's work and responsibilities. It permits an officer to play an educative function on his beat, and gives him a formal opportunity to cultivate his beat involvement in a meaningful and effective way. On the other hand, it gives beat residents a chance to "see" their area through the eyes of a police officer. As a communication vehicle, therefore, it provides a context to erase police-community stereotypes. By definition, increased cooperation between beat officers and beat residents should bring a corresponding decrease in police-community polarization.

VII. *PATROL OFFICER HANDI-TALKIES*

Furnishes handi-talkies to all on-duty patrol officers. This equipment permits a combination of the best of

the mobile unit and walking beat officer concept. It is intended to allow officers to leave their cars and become more involved on their beats, while remaining available for emergency calls. It facilitates their profiling work and a broader range of activities in policing their area of responsibility (e.g., thorough security checks, criminal investigations, community meetings). It should also increase manpower availability, improve squad coordination, and enhance officer safety.

VIII. *ACADEMY AND IN-SERVICE TRAINING*

Revises the academy curriculum and academy instructor selection process to incorporate a community-oriented patrol curriculum, including field training. In addition, it establishes a 40-hour in-service training program designed to orient all patrol officers and supervisors to the Community-oriented Policing approach. The 40-hour curriculum will include instruction in areas of relevant social theory; history of the police; the police patrol role; methods of community analysis; community organization theory and method in police patrol; communication skills and interpersonal relations; and workshops on goals and procedures, squad conferences, and performance evaluation.

IX. *SYSTEM MONITOR*

Assigns a Chief Officer to the full-time responsibility of monitoring the implementation of these proposals. There is a critical need to provide for a constant evaluation of a process of change that will have long-term implications for the city and for the department. The system monitor will act as a communication vehicle for the Chief of Police on the status of this process of change. He will be responsible for its direction and facilitation. Among his duties he will participate in the in-service training program, review the preliminary beat studies assigned to all officers during the training, monitor squad conferences, explore the feasibility of resource centers, evaluate the patrol beat ride-along experiment, and otherwise review and support the progress of all other elements of the implementation process.

NOTES

1. The press release and summary of recommendations were prepared by the San Diego Police Department and released February 11, 1975.

APPENDIX A: Patrol Officer Survey

PATROL OFFICER SURVEY

by

System Development Corporation

The following survey is the last in a series of three evaluation surveys conducted over the course of the San Diego Police Department experimental "Community Profile Project." The attached questionnaire is to be completed by all patrol officers and patrol sergeants in the Northern Division.

It is important that you answer each and every question based on your personal knowledge and feelings at the time of the survey. There are no right or wrong answers.

The privacy of your individual responses will be maintained by SDC. Our analysis of the Community Profile Project will compare questionnaire responses among various groups of patrol officers, and by various periods of time. Individual officers will not be evaluated by SDC, and only summary information will be provided to the Department and the Police Foundation.

Please read and answer each of the following questions carefully and completely.

Your cooperation is appreciated.

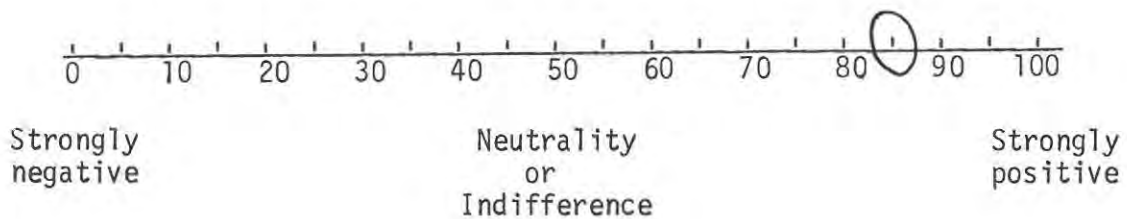
SECTION I

INSTRUCTIONS

In the following sub-sections you will find questions that relate to your personal feelings or attitudes on a variety of subjects. Your answers will range from 0 to 100. When this range covers the spectrum of strongly negative to strongly positive positions, the midpoint (50) represents neutrality or indifference.

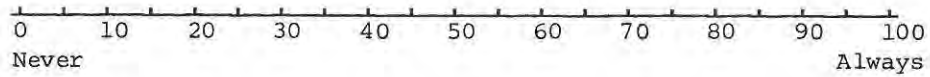
Indicate your answer by circling the appropriate point on the line.

The following is an example of an answer:

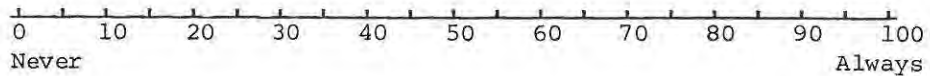


Please answer every item even if you are not sure about your opinion or have had only limited experience with the situation.

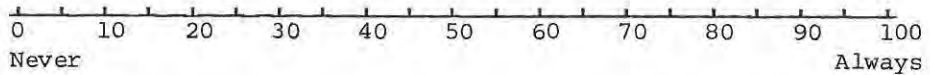
5. Citizens in your patrol area assist you when juveniles are causing trouble.



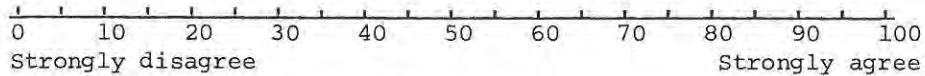
6. Citizens in your patrol area report crimes they observe:



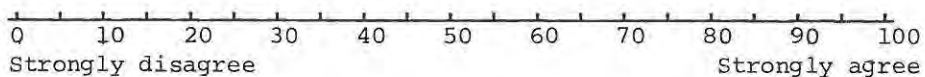
7. Citizens in your patrol area identify themselves as witnesses when necessary and appear in court when requested:



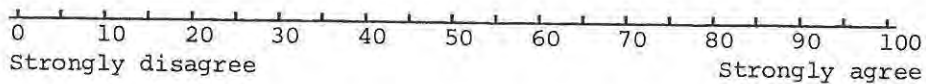
8. In your beat it doesn't do any good to talk things over with people from minority groups because all they understand is force;



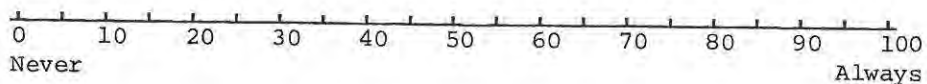
9. The community always blames the police for whatever goes wrong in their area:



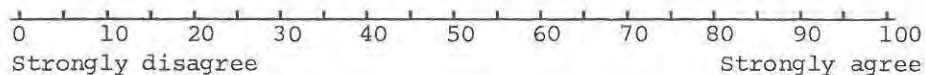
10. Most people in your patrol area do not respect policemen:



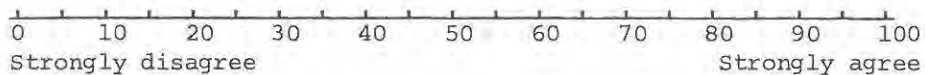
11. Citizens in your patrol area are aware of what is going on in their neighborhoods and of troublesome situations when they occur:



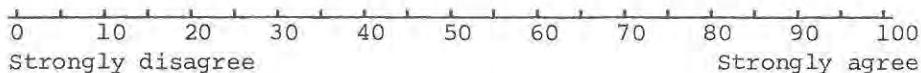
12. The police are receiving the backing they should from local civic leaders in your police patrol area:



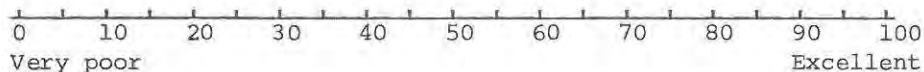
13. Police-community relations should be an important aspect of police department activities:



14. It would help police-community relations if policemen mixed more in social, cultural, and athletic functions with local people:



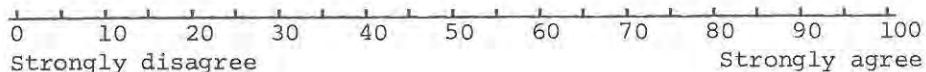
15. What type of support do you think the residents of your patrol area provide police?



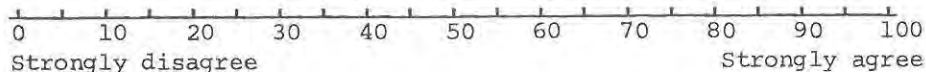
We would now like to ask your opinion about various aspects of San Diego Police Department operations.

Indicate your answer by circling the appropriate point on the line.

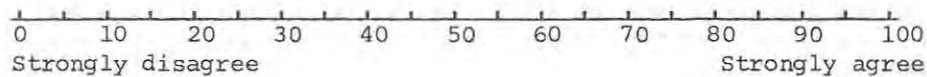
16. Investigative personnel should be assigned during all watches.



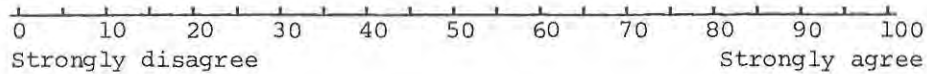
17. Community Relations personnel should be assigned during all watches.



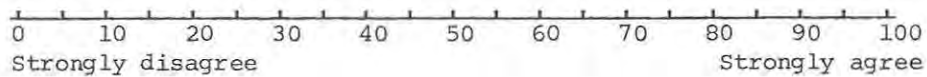
18. The lack of having citizen complaints against officers processed effectively, fairly, and quickly hurts police-community relations.



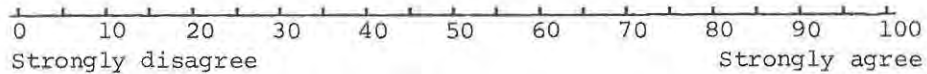
19. Patrol gets assigned all the odds and ends that other divisions don't want to do.



20. Patrol is undermanned.

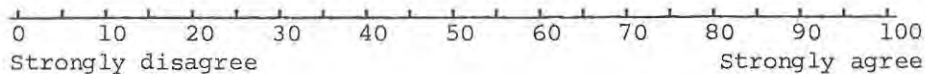


21. Dispatch personnel do not provide adequate support to patrol for information-checking requests.

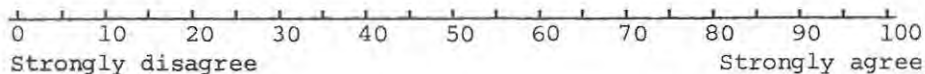


*We would now like to ask your opinion about the extent to which various agencies support your activities as a police officer.
Indicate your answer by circling the appropriate point on the line.*

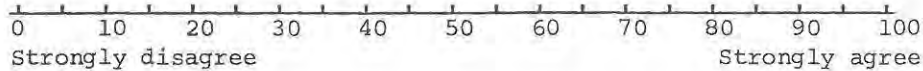
22. The ineffectiveness of various city agencies causes citizens to resent policemen.



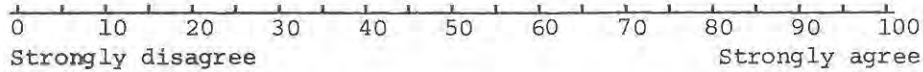
23. Most city and county social service agencies do not provide assistance at the time of day or night when most citizens require their help.



24. Social service agencies use threats of "calling-the-police" to enforce their own behavioral requirements on their clients.

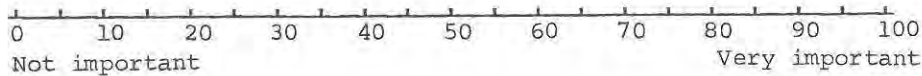


25. City service agencies respond favorably to "Citizen Action Requests" or other request for support made through the police department.

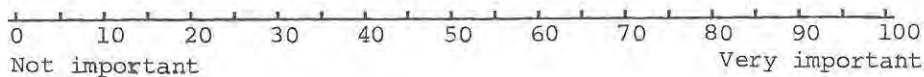


Listed below are some statement concerning the police function. We would like you to indicate your opinion of each activity as a police function. Please circle the point on the line most accurately expressing your honest opinion.

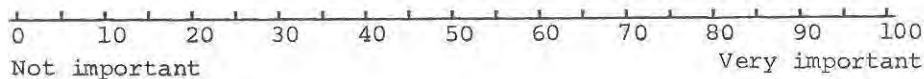
26. Roving patrol of the area is:



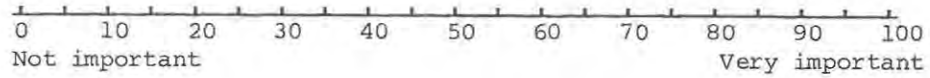
27. Suspect surveillance and conducting field interviews is:



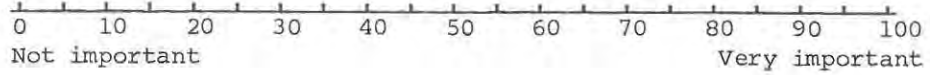
28. Meeting the public to learn their needs and desires; to assist them as you can; and to encourage them to support the police is:



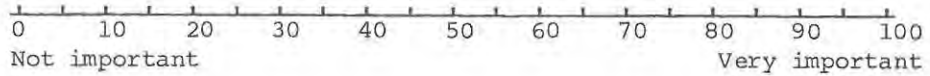
29. Protecting property is:



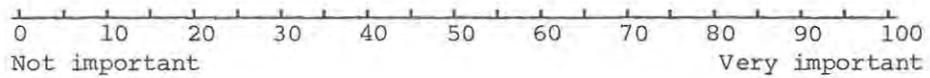
30. Keeping the streets safe is:



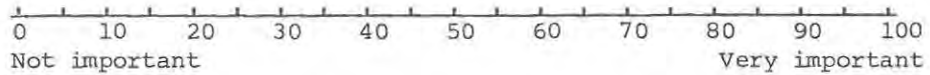
31. Cultivating informants is:



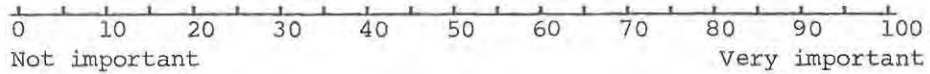
32. Controlling militants is:



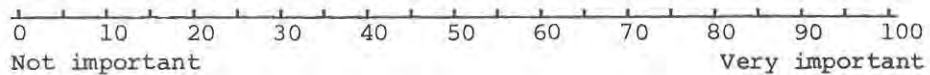
33. Apprehending criminals is:



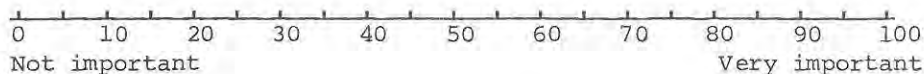
34. Keeping the peace is:



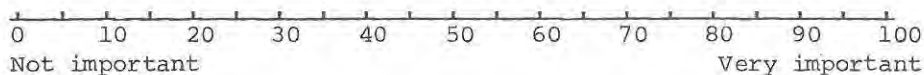
35. Enforcing moral standards is:



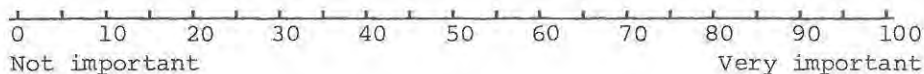
36. Controlling hippies is:



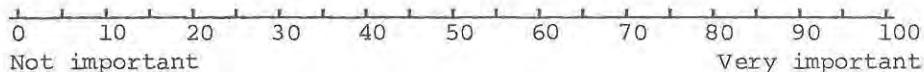
37. Helping people solve their problems is:



38. Being the guardian of citizen's rights is:

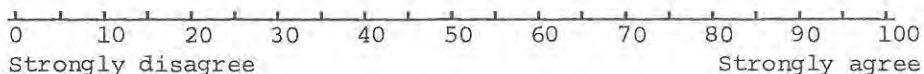


39. Counseling troubled people is:

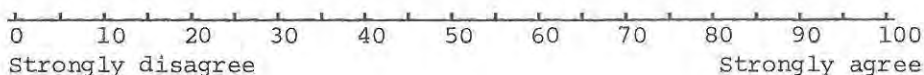


Listed below are some statements regarding the policeman's role in society. Please circle the point on the line accurately reflecting the amount of agreement you have with the statement on the scale of 0 to 100.

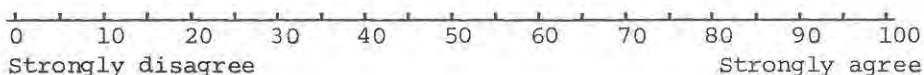
40. The trouble with psychology and sociology is that they are not applicable to the everyday realities of the police job:



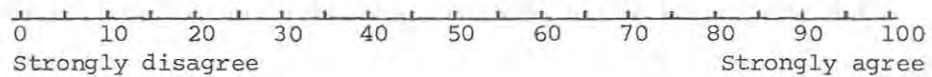
41. The policeman's role in society should be that of a crime fighter:



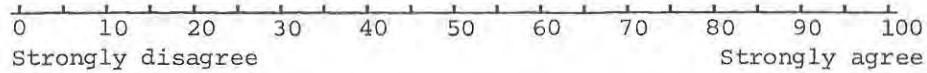
42. The policeman's role in society should be that of coping with social change:



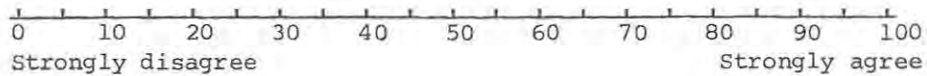
43. The policeman's role in society should be that of a uniformed social worker:



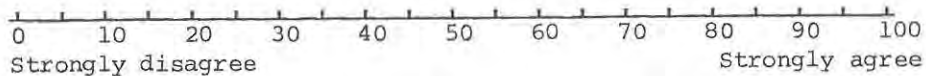
44. Professionals from outside the police profession can tell police little or nothing about how to do police work:



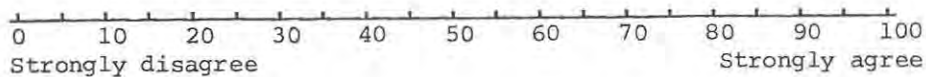
45. People from the community can tell police little or nothing about how to do police work:



46. As a general rule the policeman must remain aloof from the community:



47. Community control over policemen is not appropriate:



SECTION II

This section consists of three tables:

- (1) Availability of resources and services to citizens on your beat.
- (2) Value to patrol of information about neighborhood characteristics.
- (3) Value to patrol of various categories of crime information.

Each table has separate instructions for your guidance.

The following table identifies various types of resources and services that may be found in the community. Based on your knowledge of your current beat and of San Diego, check the appropriate boxes for: (1) availability, (2) adequacy of service and, (3) number of contacts since shift change.

TABLE III-1. COMMUNITY RESOURCES AND SERVICES - Part 1.

TYPE OF RESOURCE OR SERVICE	AVAILABILITY (Check Beat and City)						YOUR OPINION OF SERVICES PROVIDED TO CITIZENS OF THE BEAT (Check one)			NUMBER OF REFERRAL CONTACTS (APPROX)	
	Within Beat			Within City							
	Yes	No	Don't Know	Yes	No	Don't Know	Adequate	Not Adequate	Don't Know		
<u>MEDICAL EMERGENCIES</u>											
● Public Hospitals											
● Private Hospitals											
● Emergency Clinics											
● Ambulance Services											
● Rescue Squads											
● Para-Med Services											
● Helicopter Transport Service											
<u>DRUG OR ALCOHOL EMERGENCIES</u>											
● Hot Line Services											
● Crash Pads											
● Half Way Houses											
● Medical Clinics											
● Communes & Youth Dorms											
● Alcoholics Anonymous											
● Detox Centers											

TABLE III-1. COMMUNITY RESOURCES AND SERVICES - Part 2.

TYPE OF RESOURCE OR SERVICE	AVAILABILITY (Check Beat and City)						YOUR OPINION OF SERVICES PROVIDED TO CITIZENS OF THE BEAT (Check one)			NUMBER OF REFERRAL CONTACTS (APPROX)	
	Within Beat			Within City			Adequate	Not Adequate	Don't Know		
	Yes	No	Don't Know	Yes	No	Don't Know					
<u>OTHER EMERGENCY SERVICE RESOURCES</u>											
● Fire Protection											
● School Security Force											
● Private Security Forces											
● Coast Guard											
● Harbor Patrol											
● Lights & Power											
● Animal Shelters											
<u>COUNSELING SERVICES</u>											
● Family Counseling											
● Child Guidance Counseling											
● Career Information/Job Counseling											
● Educational Counseling											
● Apprentice Training Info.											
● Legal Aid											
<u>SOCIAL SERVICES</u>											
● Welfare											
● Child Care Services											
● Social Security											

TABLE III-1. COMMUNITY RESOURCES AND SERVICES - Part 3.

TYPE OF RESOURCE OR SERVICE	AVAILABILITY (Check Beat and City)						YOUR OPINION OF SERVICES PROVIDED TO CITIZENS OF THE BEAT (Check one)			NUMBER OF REFERRAL CONTACTS (APPROX)
	Within Beat			Within City			Adequate	Not Adequate	Don't Know	
	Yes	No	Don't Know	Yes	No	Don't Know				
(Social Services Con't.)										
● Veterans Affairs										
● Foster Home Care										
● Senior Citizen Services										
● Child Welfare										
● Parent Child Centers										
● Planned Parenthood										
● Homes for Teenage Mothers										
● Health Advice										
● Cancer Society Aid										
● Chest X-Rays & Vaccinations										
● Free Clinics										
● Indigent Meals (Soup Kitchens)										
● Relocation Agency										
● Services for the Aging										
● Language Interpreters for Spanish										
● Language Interpreters for Japanese										

TABLE III-1. COMMUNITY RESOURCES AND SERVICES - Part 4.

TYPE OF RESOURCE OR SERVICE	AVAILABILITY (Check Beat and City)						YOUR OPINION OF SERVICES PROVIDED TO CITIZENS OF THE BEAT (Check one)			NUMBER OF REFERRAL CONTACTS (APPROX)	
	Within Beat			Within City							
	Yes	No	Don't Know	Yes	No	Don't Know	Adequate	Not Adequate	Don't Know		
<u>COMMUNITY-WIDE RESOURCES</u>											
• Post Office Branches											
• City Clerk's Office											
• Building Inspector/Engineer											
• Tax Assessor/Collector											
• Traveler's Aid											
• Farm Labor Office											
• Real Estate Counseling											
• Emergency Housing											
• Tennant Rights											
• Welfare Rights											
• Fair Employment Practices											
• Small Business Information											
• Consumer Advice											
• Credit Union											
• Civil Service Test Preparation											
<u>POLICE SPONSORED PROGRAMS</u>											
• School Related											
• Recreation Related											
• Diversion Programs											
• Citizen Involvement											

TABLE III-1. COMMUNITY RESOURCES AND SERVICES - Part 5.

TYPE OF RESOURCE OR SERVICE	AVAILABILITY (Check Beat and City)						YOUR OPINION OF SERVICES PROVIDED TO CITIZENS OF THE BEAT (Check one)			NUMBER OF REFERRAL CONTACTS (APPROX)
	Within Beat			Within City			Adequate	Not Adequate	Don't Know	
	Yes	No	Don't Know	Yes	No	Don't Know				
<u>LIBRARY SERVICES</u>										
● Central Library										
● Branch Libraries										
● Book Mobile Operations for Handicapped & Rural Areas										
<u>EDUCATIONAL/SCHOOL SYSTEM</u>										
● Elementary Schools										
● Junior High Schools										
● Senior High Schools										
● Community Colleges										
● Private Schools										
● Trade Schools										
● Apprentice Programs										
● Adult Education										
<u>RECREATIONAL SERVICES</u>										
● Parks										
● Swimming Pools										
● Tennis Courts										
● Baseball Diamonds										

TABLE III-1. COMMUNITY RESOURCES AND SERVICES - Part 6.

TYPE OF RESOURCE OR SERVICE	AVAILABILITY (Check Beat and City)						YOUR OPINION OF SERVICES PROVIDED TO CITIZENS OF THE BEAT (Check one)			NUMBER OF REFERRAL CONTACTS (APPROX)
	Within Beat			Within City			Adequate	Not Adequate	Don't Know	
	Yes	No	Don't Know	Yes	No	Don't Know				
(Recreational Services Cont'd.)										
● Basketball Facilities										
● Gymnasiums										
● Billiard Parlors										
● Playgrounds										
● Golf Courses										
● Beaches										
● Horseshoe Pits										
● Shuffleboard Courts										
● Lawn Bowling Greens										
● Badminton Courts										
● Chess/Checkers & Other Table Top Games										
● Bingo Parlors										
CRIMINAL JUSTICE AGENCIES										
● Superior Courts										
● Municipal Courts										
● Juvenile Courts										
● Special Purpose Courts										
● Adult Parole Offices										

TABLE III-1. COMMUNITY RESOURCES AND SERVICES - Part 7.

TYPE OF RESOURCE OR SERVICE	AVAILABILITY (Check Beat and City)						YOUR OPINION OF SERVICES PROVIDED TO CITIZENS OF THE BEAT (Check one)			NUMBER OF REFERRAL CONTACTS (APPROX)
	Within Beat			Within City			Adequate	Not Adequate	Don't Know	
	Yes	No	Don't Know	Yes	No	Don't Know				
(Criminal Justice Cont'd.)										
● Juvenile Parole Offices										
● Adult Probation Offices										
● Juvenile Probation Offices										
● County Jail										
● Holding Cell Facilities										
● Juvenile Detention Centers										
<u>HOBBY & CRAFTS ACTIVITIES</u>										
● Hobby & Crafts Centers										
● Crafts Workshops										
● Skill instruction										
<u>TRANSPORTATION SERVICES</u>										
● Bus Service										
● Taxi Service										
● Jitney Service										

The following table identifies various neighborhood characteristics which may be useful to know in performing patrol functions. Based on your experience as a patrolman and your current beat assignment, check the appropriate boxes to indicate your opinion of the value of such information and extent of your knowledge regarding each of the categories.

TABLE III-2. NEIGHBORHOOD INFORMATION

CATEGORIES OF INFORMATION BY LOCATION WITHIN A BEAT	Value of Knowledge to You As A Patrol Officer (Check One)			Extent of Your Knowledge (Check One)		
	High Value	Moderate Value	Limited Value	Extensive	Moderate	Limited
1. Family Housing Area(s)						
2. Singles Housing Area(s)						
3. Elderly Housing Area(s)						
4. Racial Makeup by Area						
5. High/Low Income Areas						
6. Type of Dwelling by Area (homes), duplexes, Apartments, Public Housing, Transient, etc.)						
7. Languages Spoken by Area						
8. Religious Groupings (if any) by Area						
9. Commercial/Industrial Areas						
10. Parks and Recreational Areas						

The following table identifies various types and sources of information that may be useful in dealing with the local crime problem. Based on your experience check the appropriate boxes to indicate the value of such information and the extent of knowledge you have regarding each category.

TABLE III-3. LOCAL CRIME INFORMATION

INFORMATION RESOURCES AND CATEGORIES	Value of Knowledge to You As A Patrol Officer (Check one)			Extent of Your Knowledge (Check One)		
	High Value	Moderate Value	Limited Value	Extensive	Moderate	Limited
1. Juvenile Informants						
2. Adult Informants						
3. Citizen Observers						
4. Parolees						
5. Probationers						
6. Bailees and O.R.'s						
7. Prior Offenders						
8. Security Guards						
9. Juvenile Gang Leaders						
10. Adult Gang Leaders						
11. Gang Hangouts						
12. Gang Territories						
13. Professional Fences						
14. Casual Fences						
15. Known Delinquents						
16. Known Suspects						
17. Crime Patterns and Trends						
18. Crime Techniques						

SECTION III

We would like to ask your opinion of various characteristics of the community and people you come in contact with in your role as a policeman.

1. From the public's viewpoint the three most critical problems in your beat are:
 - a. _____
 - b. _____
 - c. _____
 - d. Don't know ____ (check)
2. Which one do you think is the most critical? (Please circle): a, b, or c.
3. From your viewpoint, what do you think are the three most critical problems facing policemen in your beat?
 - a. _____
 - b. _____
 - c. _____
4. Which one to you think is the most critical? (Please circle): a, b, or c.
5. List three individuals whom you feel have the most influence on the citizens in your beat. Place a (+) sign if you feel the influence is beneficial or positive and a (-) sign if you feel the influence is harmful or negative. (Be as specific as you can.)

	Influence (+ or -)	
	+	-
a. _____	_____	_____
b. _____	_____	_____
c. _____	_____	_____
d. No individuals have influence on citizens ____ (check).		
e. Don't know ____ (check).		

6. What individuals have the most influence on the police within your beat? Place a (+) sign if you feel the influence is positive and a (-) sign if you feel the influence is negative. (Be as specific as you can.)

	Influence (+ or -)	
	+	-
a. _____	_____	_____
b. _____	_____	_____
c. _____	_____	_____

d. None _____ (check).

e. Don't know _____ (check).

7. What organizations or groups would you say have the most influence on the citizens in your beat? Rate the influence by checking a positive (+) or negative (-) influence. (Please be as specific as you can.)

Influence (+ or -)

+ -

a. _____

b. _____

c. _____

d. None _____ (check).

e. Don't know _____ (check).

8. What organizations or groups would you say have the most influence on the police within your beat. Rate the influence by checking a positive (+) or negative (-) influence. (Please be as specific as you can.)

Influence (+ or -)

+ -

a. _____

b. _____

c. _____

d. None _____ (check).

e. Don't know _____ (check).

9. If you were given total authority and responsibility for improving police services regarding the problem areas you identify above, what changes would you make in each of the following:

a. Patrol manning levels. _____

b. Patrol training. _____

c. Individual citizen and group contacts by patrol. _____

d. Public and private social agency service to the community. _____

e. Other suggested changes. _____

10. What amount of off duty social contact do you have with the residents in your beat?

___ (a) I have very frequent social contacts.

___ (b) I have occasional social contacts.

___ (c) I rarely have social contacts.

11. How many members of the community in your patrol area do you know on a first name basis?

___ (0) None

___ (5) 30-49

___ (1) One to four

___ (6) 50-99

___ (2) Five to nine

___ (7) 100-199

___ (3) 10-19

___ (8) 200 or more

___ (4) 20-29

12. Have you ever written a letter to or talked with a community leader in your beat?

___ (a) No. ___ (b) Yes, a few times. ___ (c) Yes, a lot of times.

13. If yes, who? List by name and position. (Be as specific as you can.)

14. How many close friends do you have in your police patrol area (other than policemen)?

- | | |
|---|--|
| <input type="checkbox"/> (0) None | <input type="checkbox"/> (5) Nine to ten |
| <input type="checkbox"/> (1) One to two | <input type="checkbox"/> (6) 11-12 |
| <input type="checkbox"/> (2) Three to four | <input type="checkbox"/> (7) 13-14 |
| <input type="checkbox"/> (3) Five to six | <input type="checkbox"/> (8) 15-16 |
| <input type="checkbox"/> (4) Seven to eight | <input type="checkbox"/> (9) 17 or more |

15. How many months have you been assigned to your present patrol area? _____

SECTION IV

This section asks you to give your views on the Community Profile Project as an approach to patrol work. Indicate your answer by checking (✓) the response that comes closest to reflecting your personal opinion.

1. How do you assess the impact that the Community Profile Project has had on Northern Division residents? It has had a....
 - ___ (1) Very negative impact
 - ___ (2) Slightly negative impact
 - ___ (3) No impact
 - ___ (4) Slightly positive impact
 - ___ (5) Very positive impact
2. How do you assess the impact that the Community Profile Project has had on Northern Division patrol force? It has had a...
 - ___ (1) Very negative impact
 - ___ (2) Slightly negative impact
 - ___ (3) No impact
 - ___ (4) Slightly positive impact
 - ___ (5) Very positive impact

Why? _____

3. If you have participated in the Community Profile Project, what impact do you think it has had on your being a better police officer? It has had a...
 - ___ (1) Very negative impact
 - ___ (2) Slightly negative impact
 - ___ (3) No impact
 - ___ (4) Slightly positive impact
 - ___ (5) Very positive impact
4. If you have participated, has your participation enabled you to relate better to the residents with whom you come in contact as a police officer?
 - ___ (1) Yes
 - ___ (2) No
 - ___ (3) Don't know
5. If you have not participated, from what you have heard about the Community Profile Project, would you like to participate in it or one like it?
 - ___ (1) Yes
 - ___ (2) No
 - ___ (3) Don't know
6. Do you think the Community Profile approach to patrol work comes closer to meeting community expectations of police patrol work than the approach practiced in the past?
 - ___ (1) Yes
 - ___ (2) No
 - ___ (3) Don't know

-
7. What value do you think the Community Profile approach has in dealing with criminal problems in patrol work? ☐ (1) Great value
☐ (2) Some value
☐ (3) No value
☐ (4) Don't know
-
8. What value do you think the Community Profile approach has in dealing with non-criminal problems in patrol work, e.g., juvenile truancy, loitering, family disturbances, nuisance abatement, etc.? ☐ (1) Great value
☐ (2) Some value
☐ (3) No value
☐ (4) Don't know
-
9. What value do you think the Community Profile approach has in dealing with traffic related problems in patrol work, e.g., traffic flow, traffic accidents, moving violations, parking violations, etc. ☐ (1) Great value
☐ (2) Some value
☐ (3) No value
☐ (4) Don't know
-
10. What value do you think the Community Profile approach has for dealing with police-community relations in patrol work, e.g., public education, citizen support, etc.? ☐ (1) Great value
☐ (2) Some value
☐ (3) No value
☐ (4) Don't know
-
11. If you think that the Community Profile approach to patrol work is effective, in which of the following three areas is it most effective? ☐ (1) Dealing with criminal problems
☐ (2) Dealing with non-criminal problems
☐ (3) Dealing with police-community relations
☐ (4) Combination of the above: (Specify) _____
-
12. If you were to invest money in an effort to improve police services to San Diego residents, would you consider the Community Profile approach to patrol work... ☐ (1) A very poor investment
☐ (2) A fairly poor investment
☐ (3) An average investment
☐ (4) A fairly good investment
☐ (5) A very good investment
-

13. What in particular do you like about the Community Profile approach to patrol work? _____

14. What in particular do you dislike about the Community Profile approach to patrol work? _____

APPENDIX B: Survey Response Data

PART I. PERSONAL DATA

QUESTIONS	CONTROL	EXPERIMENTAL
1. Age (mean years)	29.0	30.4
2. Sex (percentages)		
• Male	100.0	100.0
• Female	0.0	0.0
3. Race (percentages)		
• Black	4.2	0.0
• Oriental	0.0	0.0
• Spanish American	4.2	0.0
• White	91.7	100.0
• Other	0.0	0.0
4. Marital Status (percentages)		
• Single	8.3	4.2
• Married	91.7	75.0
• Separated	0.0	8.3
• Divorced	0.0	12.5
• Widowed	0.0	0.0
5. Children (percentages)		
• None	33.3	8.3
• One	20.8	20.8
• Two	20.8	33.3
• Three	16.7	29.2
• Four	8.3	0.0
• Five	0.0	4.2
• Six or More	0.0	4.2
6. Veteran of Military Service (percentages)		
• Yes	66.7	63.6
• No	33.3	36.4
7. Length of Time as a Police Officer (percentages)		
• Less than 1 year	0.0	0.0
• 1 to 2 years	12.5	20.8
• 2 to 3 years	41.7	37.5
• 3 to 5 years	26.0	16.7
• 5 years or more	20.8	25.0
8. Patrol Area Assignment (mean months)	11.4	14.3
9. Level of Police Training (percentages)		
• Basic Certificate	66.7	75.0
• Intermediate Certificate	28.8	16.7
• Advanced Certificate	4.8	8.3

PART I. PERSONAL DATA (Cont'd)

QUESTIONS	CONTROL	EXPERIMENTAL
10. Highest Education Level (percentages)		
● Secondary Education but no H.S. Diploma	0.0	4.2
● High School Graduate	0.0	8.3
● Some technical education (other than police training)	4.2	8.3
● Diploma or Certificate For Technical Higher Education	4.2	4.2
● Some College	87.5	75.0
● College Graduate (BA or BS)	0.0	0.0
● Graduate School Training	4.2	0.0
11. Type of Residence (percentages)		
● Rent a Room	0.0	4.2
● Rent an Apartment	4.2	12.5
● Rent a House	8.3	8.3
● Own your own Apartment	0.0	0.0
● Own your own House	87.5	75.0
● Own or Rent a Mobile Home	0.0	0.0
12. Monthly Rental Payments (percentages)		
● Less than \$100	0.0	0.0
● \$100 - \$149	50.0	33.3
● \$150 - \$199	0.0	50.0
● \$200 - \$249	50.0	0.0
● \$250 - \$299	0.0	0.0
● \$300 - Or More	0.0	16.7
13. Market Value of Residence if Owned (percentages)		
● \$15,000 - \$19,999	5.3	0.0
● \$20,000 - \$24,999	5.3	11.1
● \$25,000 - \$29,999	26.3	27.8
● \$30,000 - \$34,999	26.3	22.2
● \$35,000 - \$39,999	21.1	22.2
● \$40,000 - \$44,999	10.5	5.6
● \$45,000 Or More	5.3	11.1
14. Community / Human Relations Training (percentages)		
● Departmental Training in Police-Community Relations	62.5	41.7
● Special Projects or Task Force Related Training	4.2	0.0
● Both of the Above	8.3	12.5
● None of the Above	4.2	20.8
● Other Related Courses or Training	20.8	25.0
15. Lived in San Diego (mean years)	16.3	11.5
16. Did Not Live in the Northern Division	25.0	45.8
Lived in 1 beat in the Northern Division	50.0	37.5
Lived in 2 beats in the Northern Division	12.5	8.3
Lived in 3 beats in the Northern Division	12.5	8.3

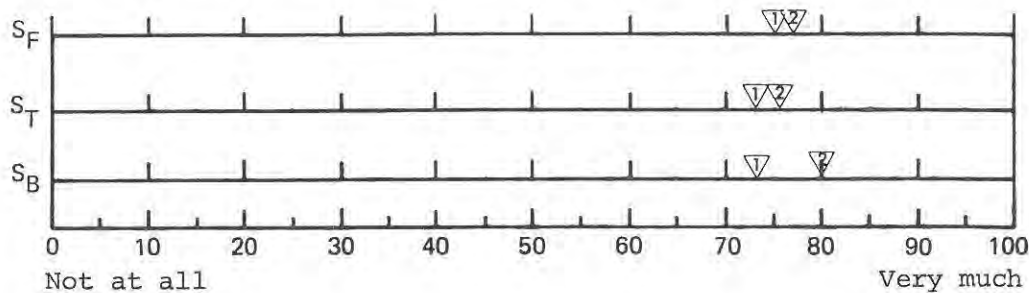
PART II

MEAN GROUP RESPONSES TO ATTITUDINAL QUESTIONS

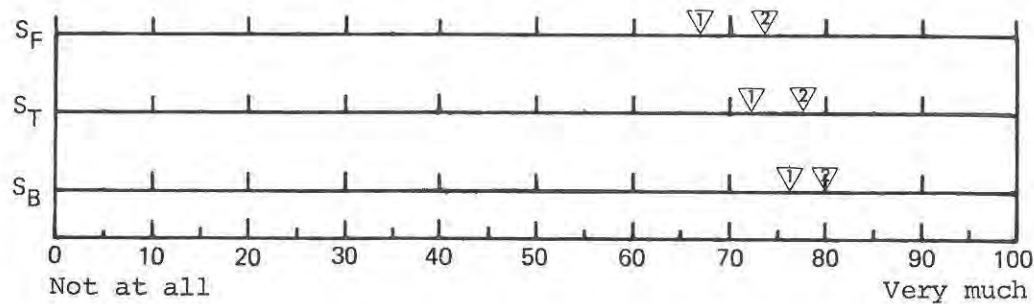
LEGEND	
SURVEY DATES	KEYS
S _B = BASELINE 11/73	▽ = CONTROL
S _T = TREND 5/74	▽ = EXPERIMENTAL
S _F = FINAL 9/74	▽ = BOTH

The following questions relate to your personal feelings toward your job and career as a police officer. Again there are no right or wrong answers. Simply indicate your response by circling the appropriate point on the line.

1. Are you satisfied with your career as a police officer?

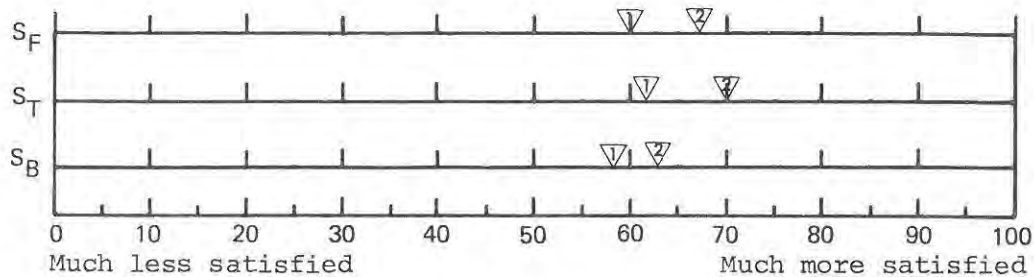


2. Are you satisfied with your current assignment?



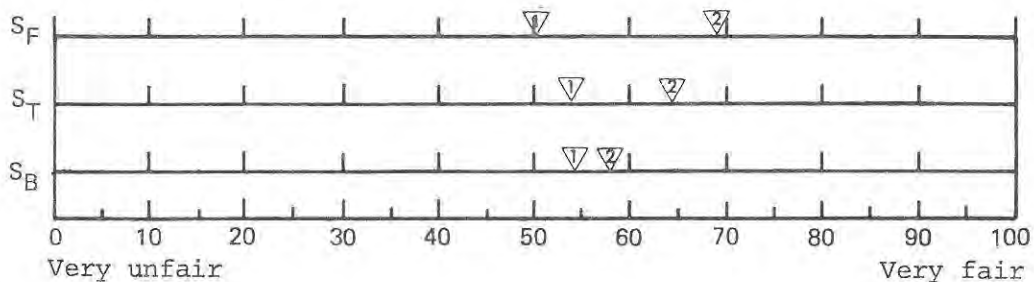
PART II (Cont'd)

3. In the last month, how satisfied were you compared to a year ago with your opportunity to do interesting and rewarding work?

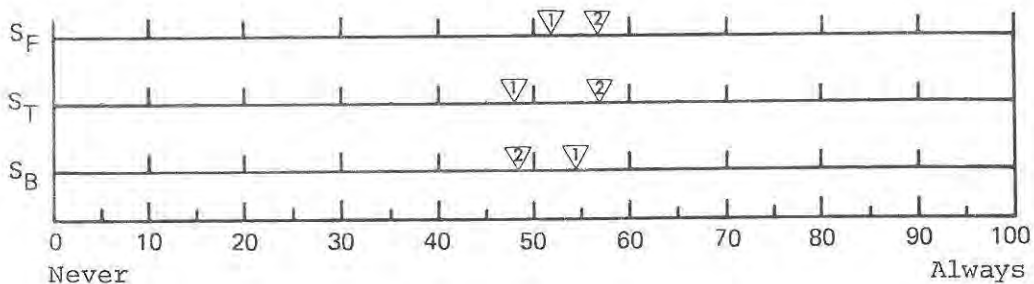


We would now like to ask your opinion of various characteristics of the people you come into contact with in your role as a police officer. Indicate your answer by circling the appropriate point on the line.

4. Suppose you had been charged with police brutality by a citizen and that a local citizen's group from your patrol area had been elected to hear the case, what type of treatment would you expect?

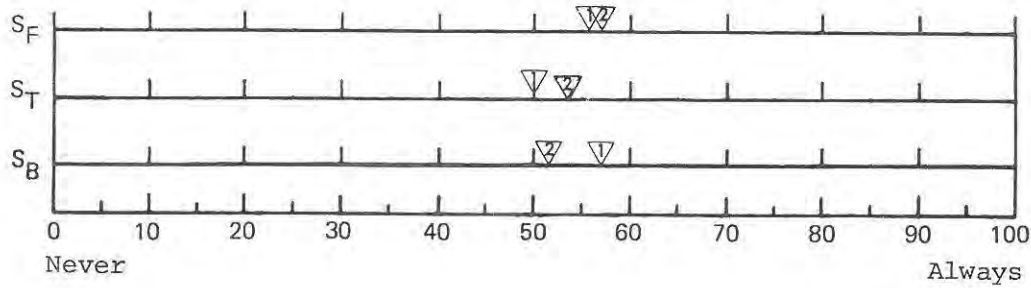


5. Citizens in your patrol area assist you when juveniles are causing trouble:

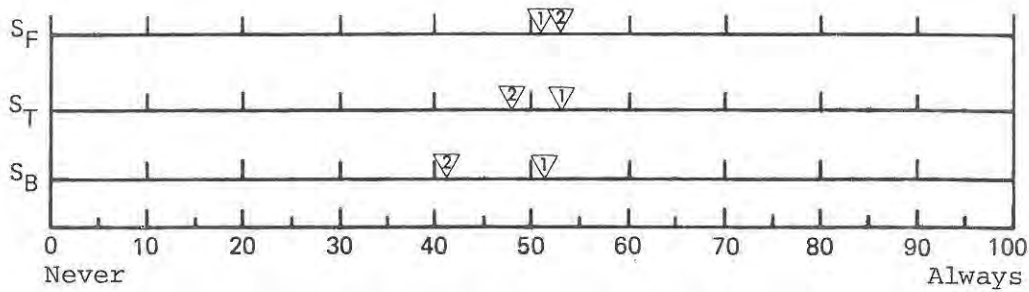


PART II (Cont.'d)

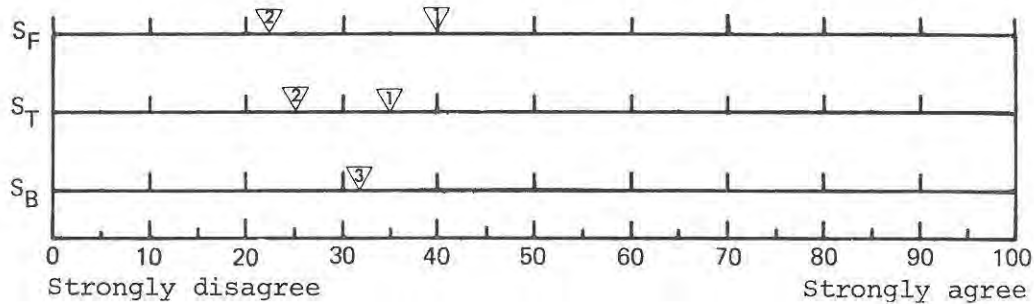
6. Citizens in your patrol area report crimes they observe:



7. Citizens in your patrol area identify themselves as witnesses when necessary and appear in court when requested:

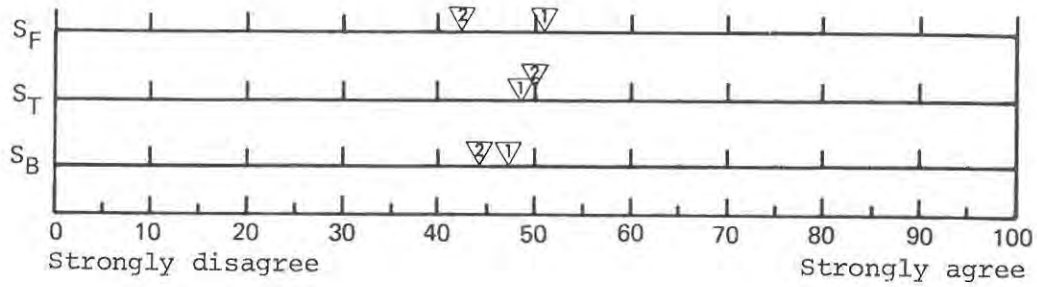


8. In your beat it doesn't do any good to talk things over with people from minority groups because all they understand is force:

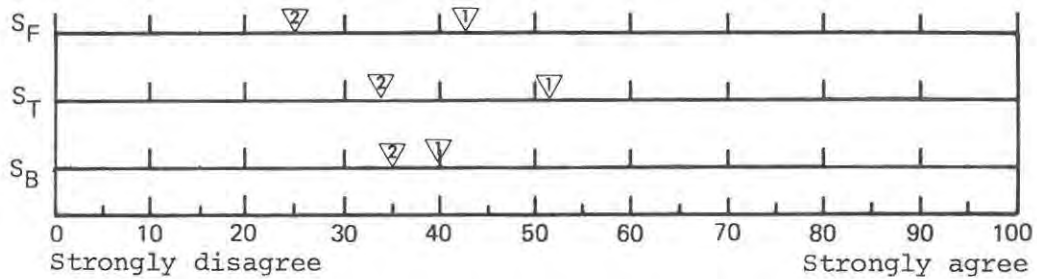


PART II (Cont'd)

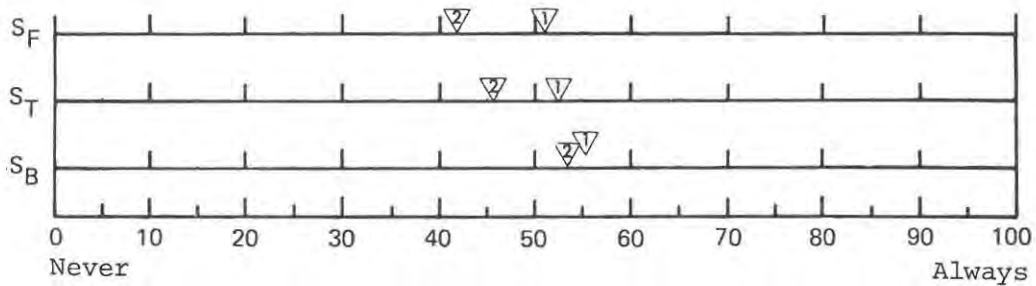
9. The community always blames the police for whatever goes wrong in their area:



10. Most people in your patrol area do not respect policemen:

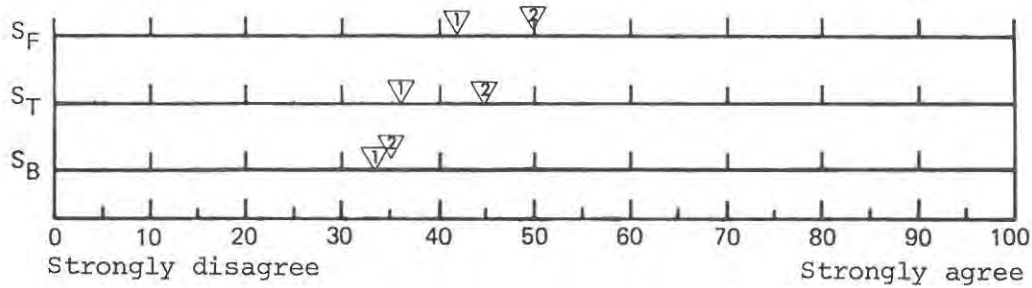


11. Citizens in your patrol area are aware of what is going on in their neighborhoods and of troublesome situations when they occur:

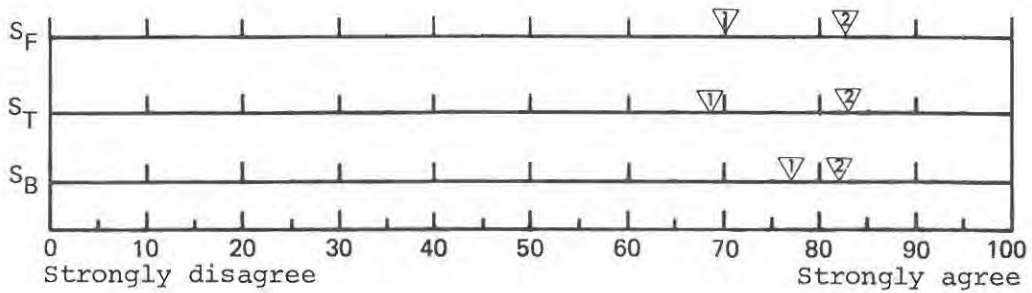


PART II (Cont'd)

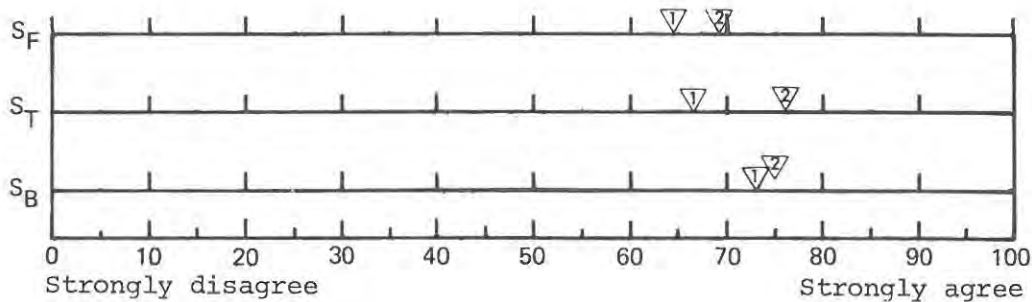
12. The police are receiving the backing they should from local civic leaders in your police patrol area:



13. Police-community relations should be an important aspect of police department activities:

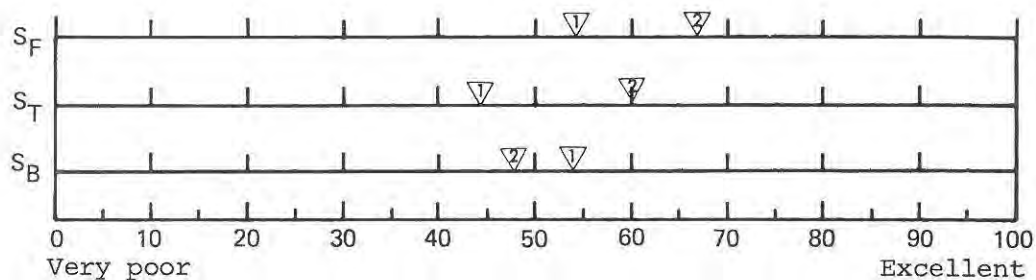


14. It would help police-community relations if policemen mixed more in social, cultural, and athletic functions with local people:



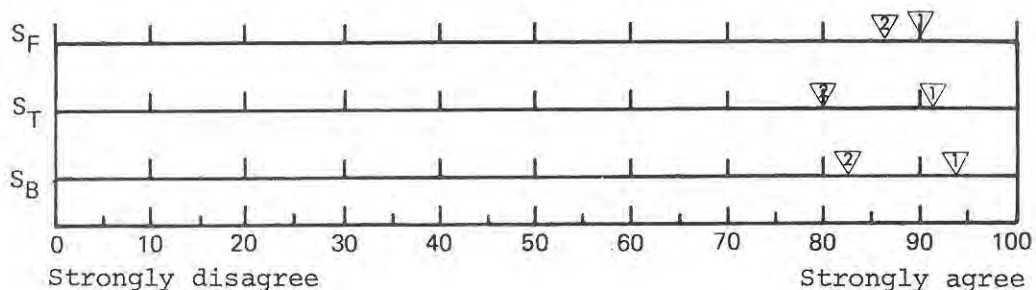
PART II (Cont'd)

15. What type of support do you think the residents of your patrol area provide police?

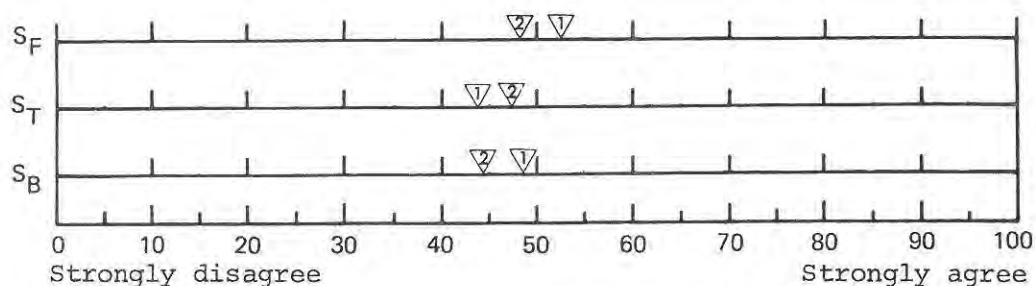


*We would now like to ask your opinion about various aspects of San Diego Police Department operations.
Indicate your answer by circling the appropriate point on the line.*

16. Investigative personnel should be assigned during all watches:

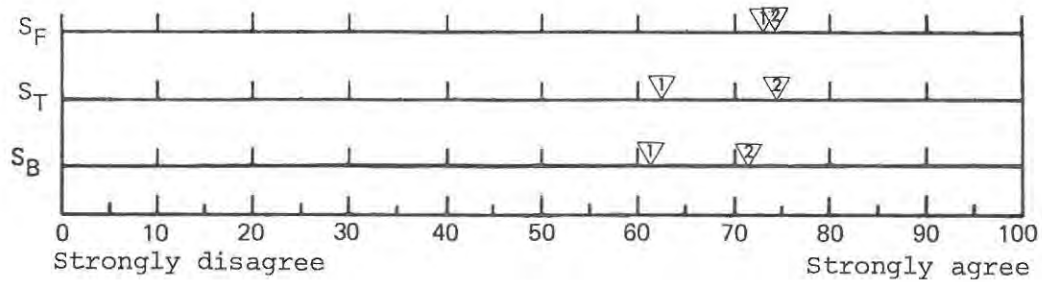


17. Community Relations personnel should be assigned during all watches:

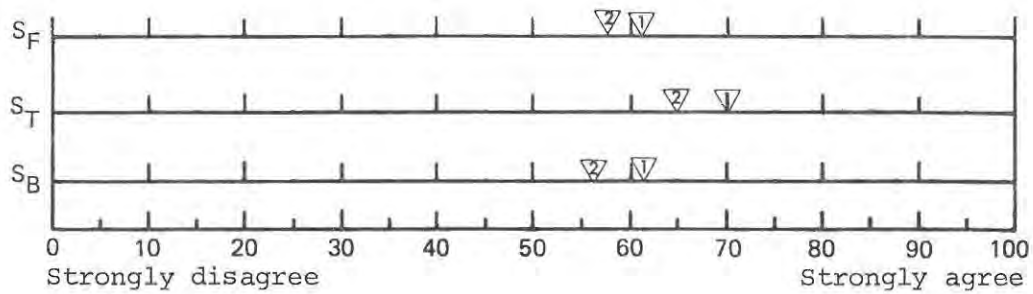


PART II (Cont'd)

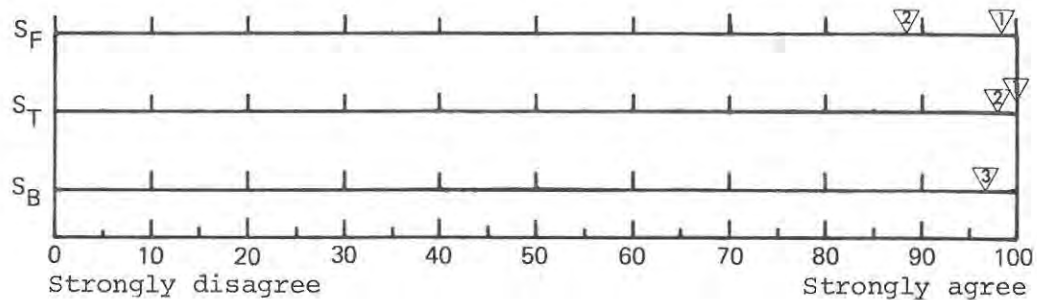
18. The lack of having citizen complaints against officers processed effectively, fairly, and quickly hurts police-community relations:



19. Patrol gets assigned all the odds and ends that other divisions don't want to do:

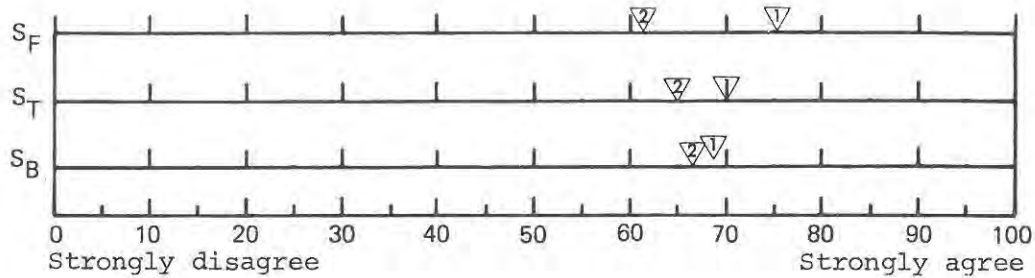


20. Patrol is undermanned:



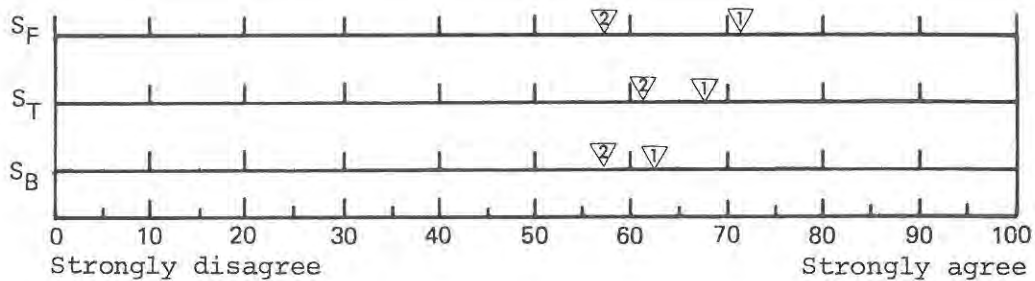
PART II (Cont'd)

21. Dispatch personnel do not provide adequate support to patrol for information-checking requests:

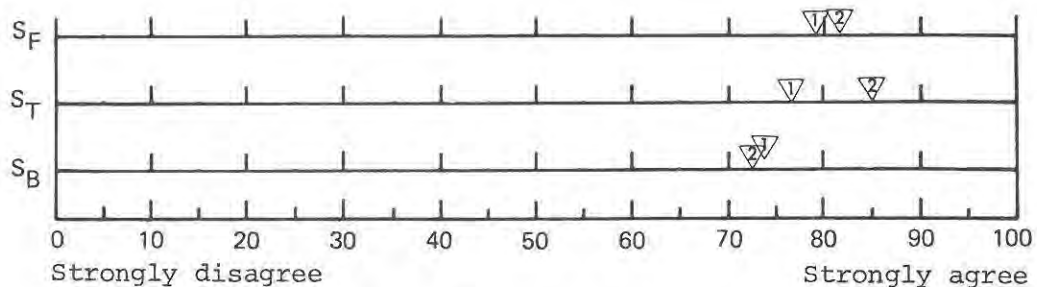


*We would now like to ask your opinion about the extent to which various agencies support your activities as a police officer.
Indicate your answer by circling the appropriate point on the line.*

22. The ineffectiveness of various city agencies causes citizens to resent policemen:

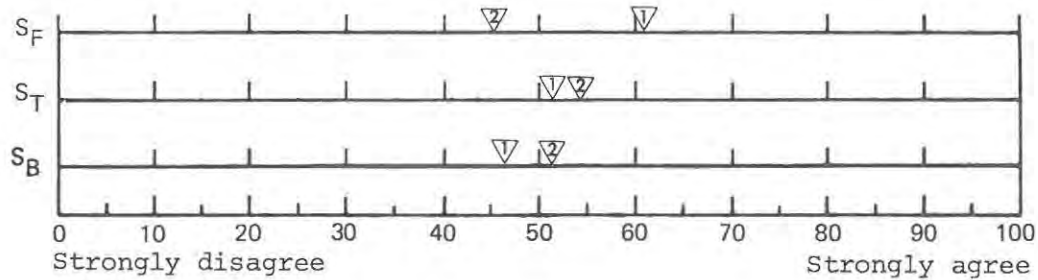


23. Most city and county social service agencies do not provide assistance at the time of day or night when most citizens require their help:

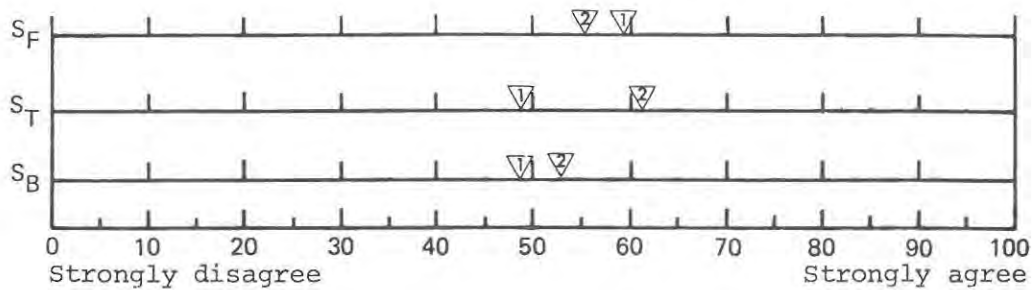


PART II (Cont'd)

24. Social service agencies use threats of "calling-the-police" to enforce their own behavioral requirements on their clients:

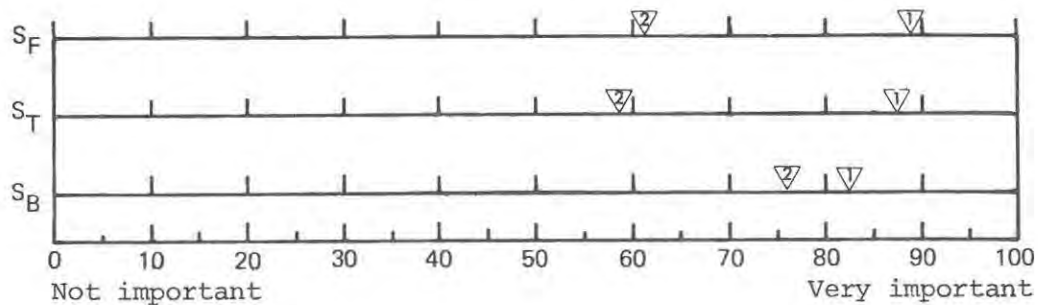


25. City service agencies respond favorably to "Citizen Action Requests" or other requests for support made through the police department:



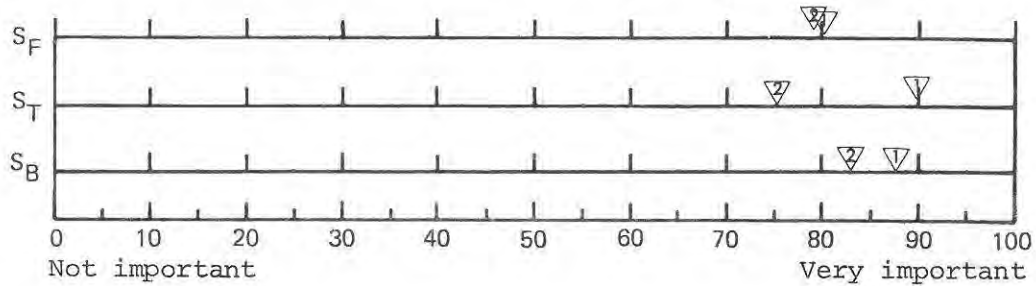
Listed below are some statements concerning the police function. We would like you to indicate your opinion of each activity as a police function. Please circle the point on the line most accurately expressing your honest opinion.

26. Roving patrol of the area is:

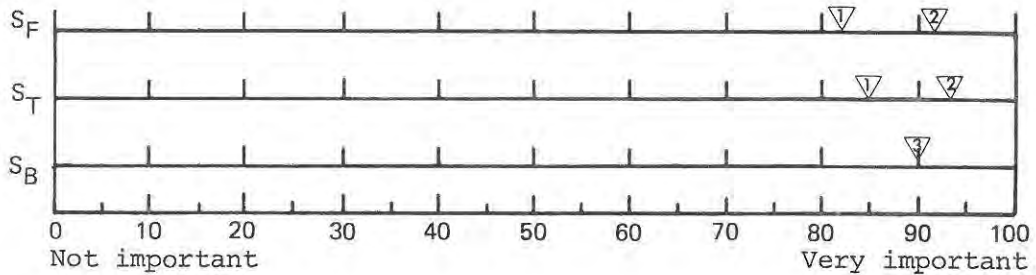


PART II (Cont'd)

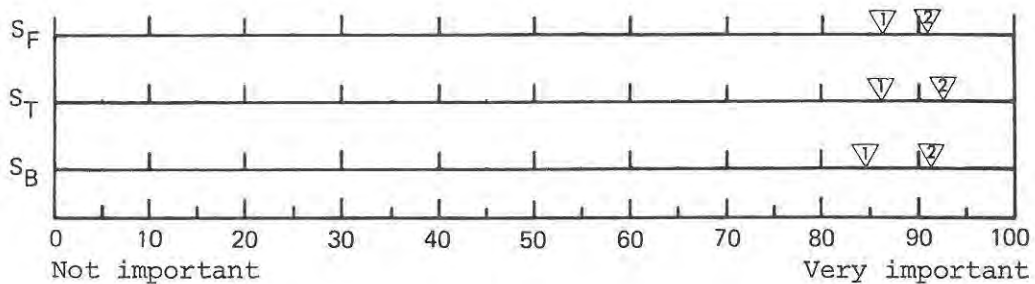
27. Suspect surveillance and conducting field interviews is:



28. Meeting the public to learn their needs and desires; to assist them as you can; and to encourage them to support the police is:

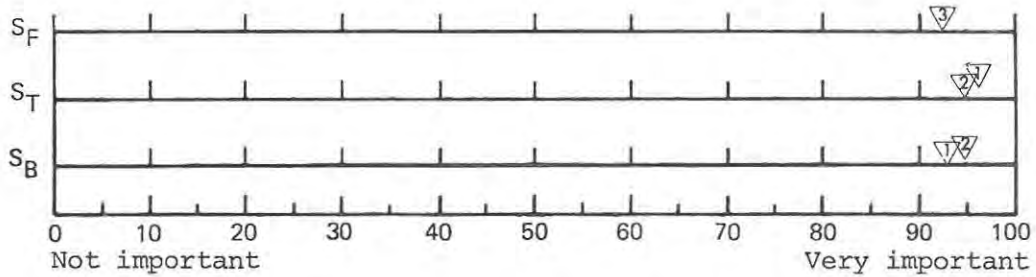


29. Protecting property is:

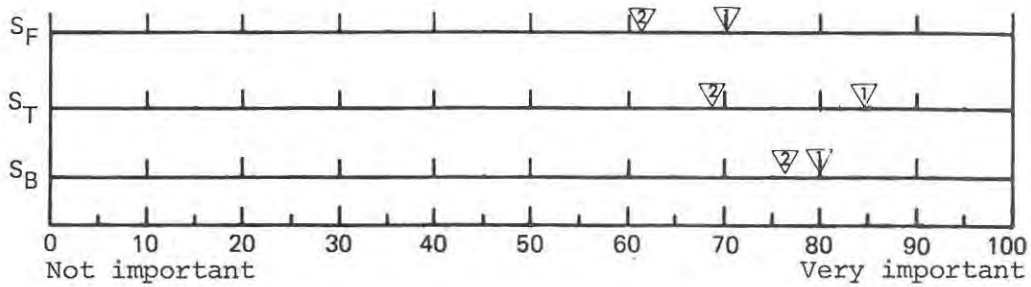


PART II (Cont'd)

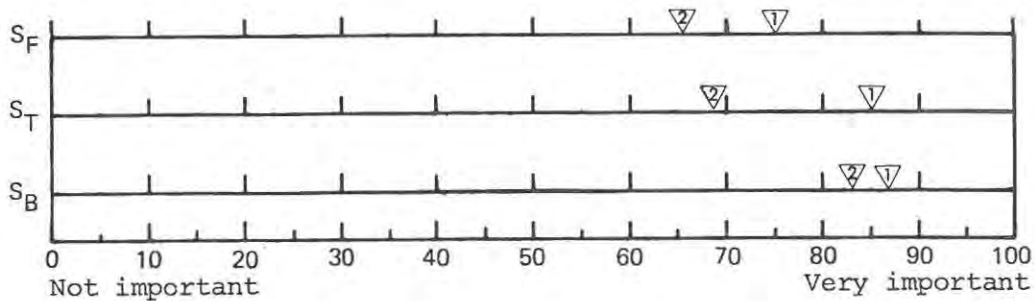
30. Keeping the streets safe is:



31. Cultivating informants is:

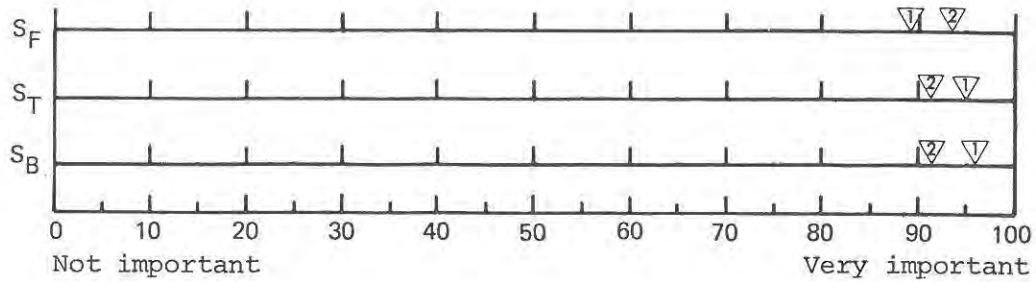


32. Controlling militants is:

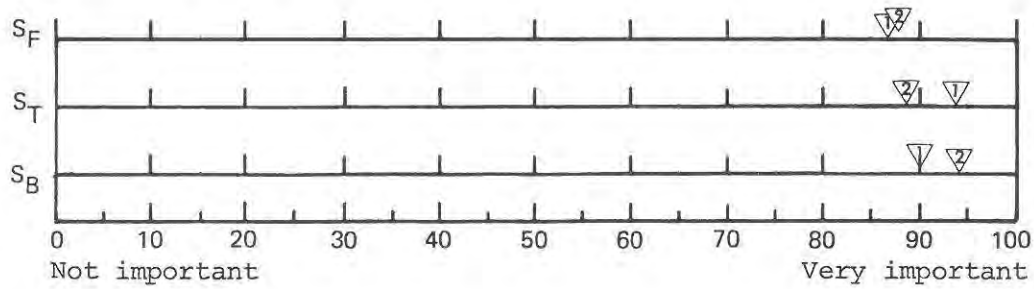


PART II (Cont'd)

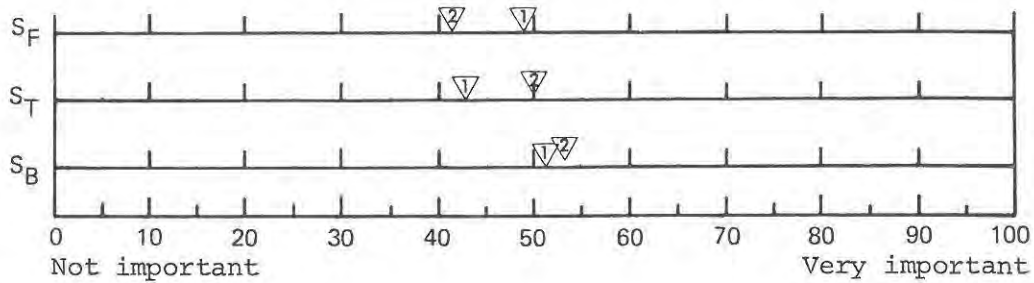
33. Apprehending criminals is:



34. Keeping the peace is:

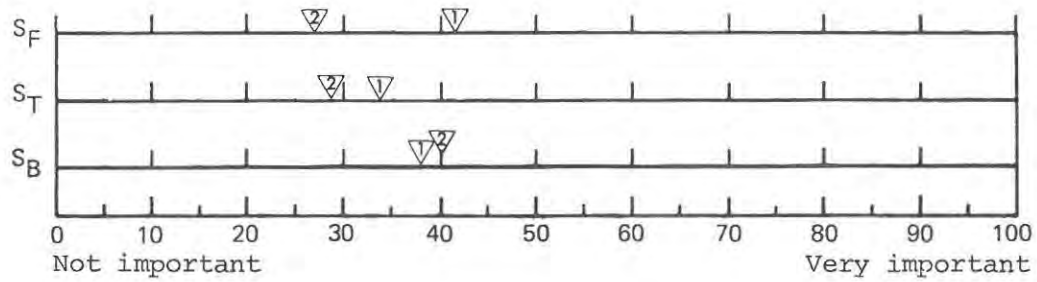


35. Enforcing moral standards is:

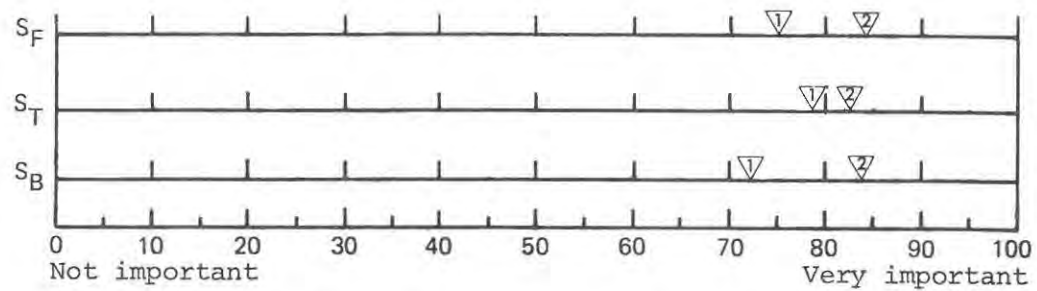


PART II (Cont'd)

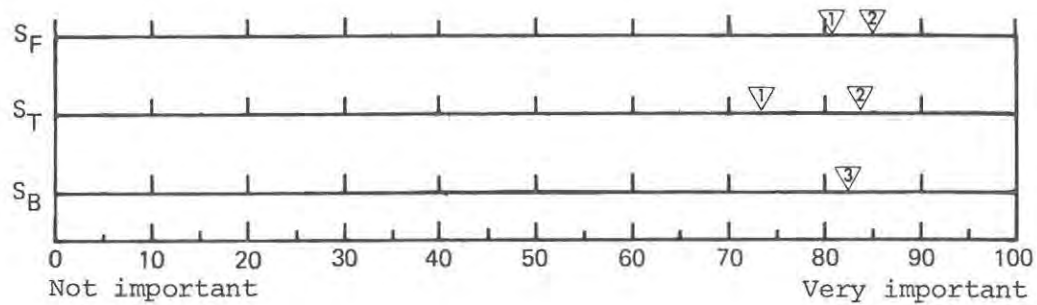
36. Controlling hippies is:



37. Helping people solve their problems is:

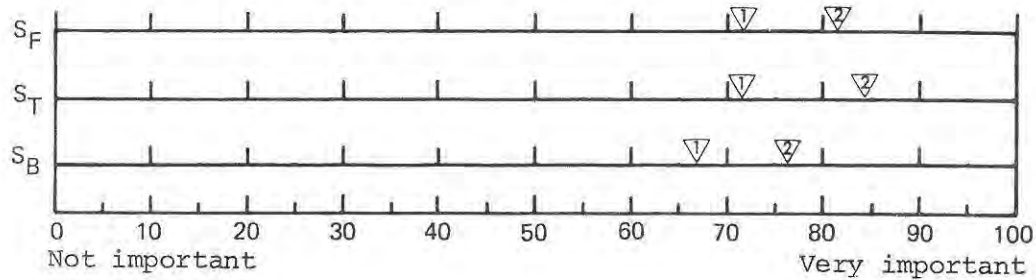


38. Being the guardian of citizen's rights is:



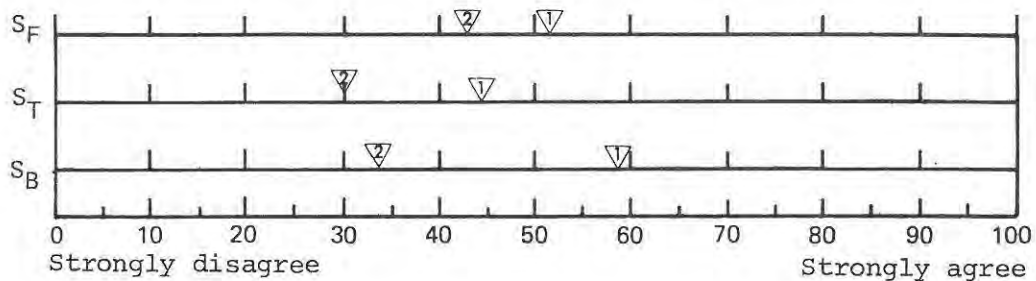
PART II (Cont'd)

39. Counseling troubled people is:

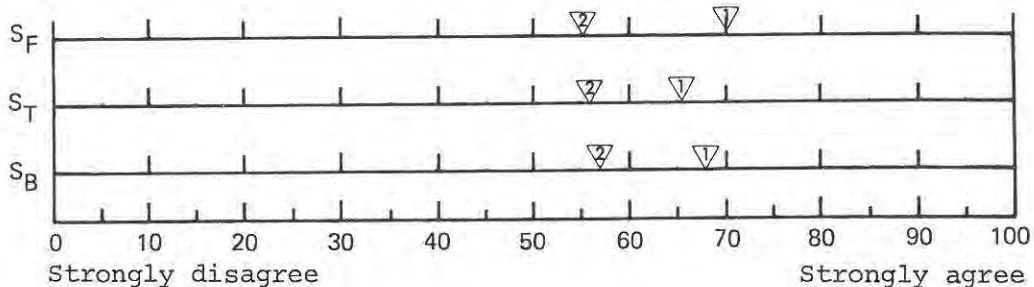


Listed below are some statements regarding the policeman's role in society. Please circle the point on the line accurately reflecting the amount of agreement you have with the statement on the scale of 0 to 100.

40. The trouble with psychology and sociology is that they are not applicable to the everyday realities of the police job:

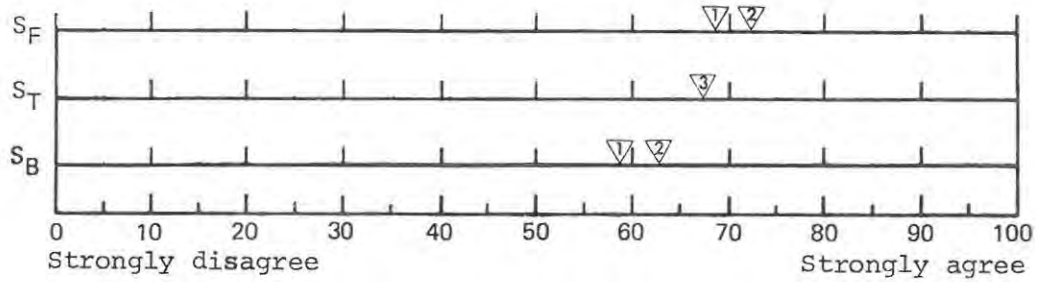


41. The policeman's role in society should be that of a crime fighter:

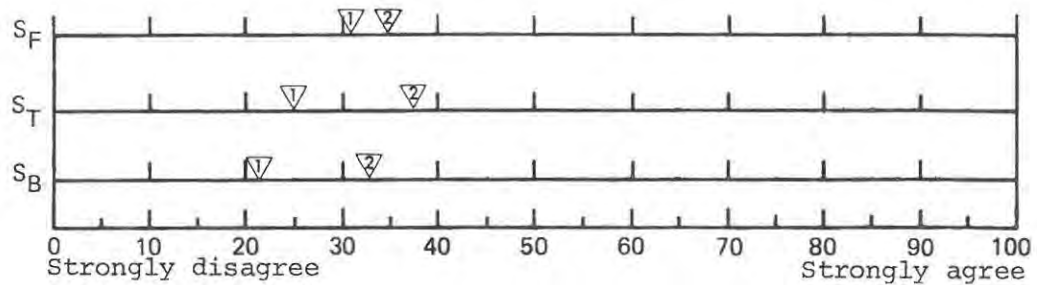


PART II (Cont'd)

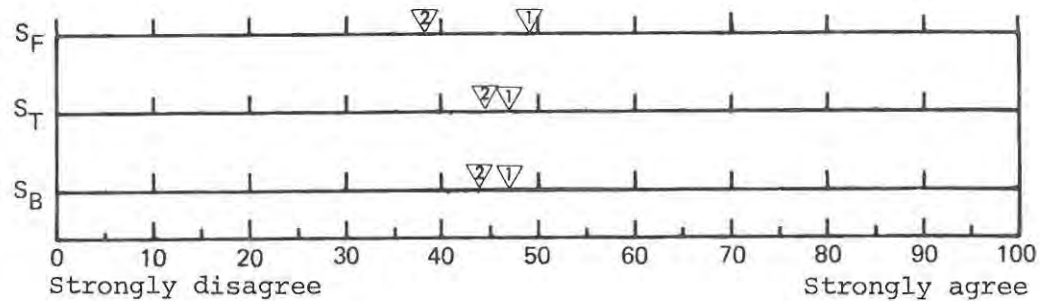
42. The policeman's role in society should be that of coping with social change:



43. The policeman's role in society should be that of a uniformed social worker:

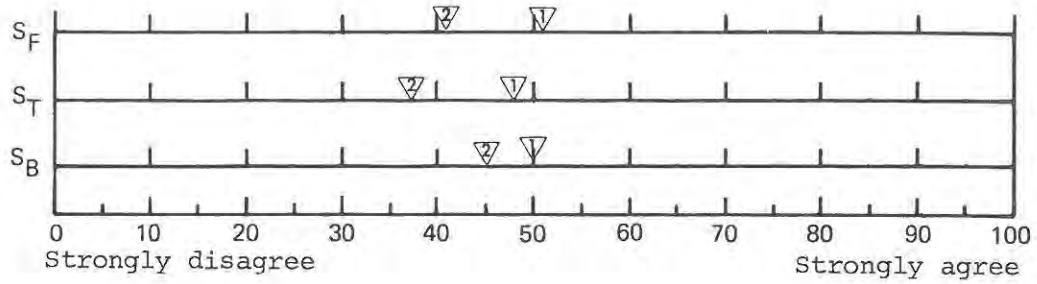


44. Professionals from outside the police profession can tell police little or nothing about how to do police work:

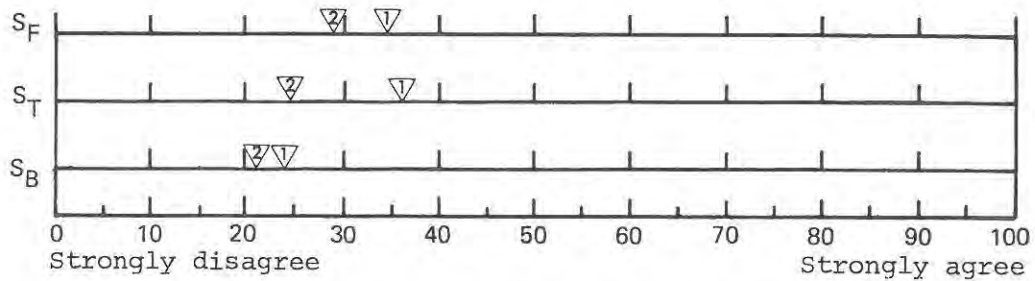


PART II (Cont'd)

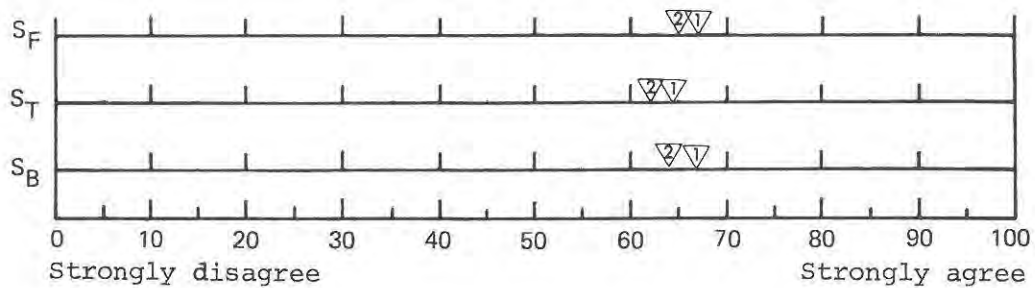
45. People from the community can tell police little or nothing about how to do police work:



46. As a general rule the policeman must remain aloof from the community:



47. Community control over policemen is not appropriate:



PART III. PERCENTAGE RESPONSE TO QUESTIONS ON PROJECT IMPACT

Final Survey Data

() number of respondents

QUESTIONS	CONTROL	EXPERIMENTAL
1. How do you assess the impact that the Community Profile Project has had on Northern Division <u>residents</u> ? It has had a....	(20)	(24)
	%	%
(1) Very negative impact	5.0	0.0
(2) Slightly negative impact	5.0	0.0
(3) No impact	35.0	0.0
(4) Slightly positive impact	45.0	45.8
(5) Very positive impact	10.0	54.2
2. How do you assess the impact that the Community Profile Project has had on Northern Division patrol force? It has had a....	(23)	(24)
	%	%
(1) Very negative impact	4.3	0.0
(2) Slightly negative impact	34.8	12.5
(3) No impact	30.4	12.5
(4) Slightly positive impact	30.4	54.2
(5) Very positive impact	0.0	20.8
3. If you have <u>participated</u> in the Community Profile Project, what impact do you think it has had on your being a better police officer? It has had....		(24)
		%
(1) Very negative impact	NA	0.0
(2) Slightly negative impact	NA	4.2
(3) No impact	NA	0.0
(4) Slightly positive impact	NA	25.0
(5) Very positive impact	NA	70.8
4. If you have <u>participated</u> , has your participation enabled you to relate better to the residents with whom you come in contact as a police officer?		(24)
		%
(1) Yes	NA	95.8
(2) No	NA	4.2
(3) Don't know	NA	0.0

PART III. PERCENTAGE RESPONSE TO QUESTIONS ON PROJECT IMPACT (Cont'd)

QUESTIONS	CONTROL	EXPERIMENTAL
5. If you have not participated, from what you have heard about the Community Profile Project, would you like to participate in it or one like it?	(12)	
	%	
(1) Yes	50.0	NA
(2) No	50.0	NA
(3) Don't know	0.0	NA
6. Do you think the Community Profile approach to patrol work comes closer to meeting community expectations of police patrol work than the approach practiced in the past?	(16)	(23)
	%	%
(1) Yes	75.0	100.0
(2) No	25.0	0.0
(3) Don't know	0.0	0.0
7. What value do you think the Community Profile approach has in dealing with criminal problems in patrol work?	(16)	(24)
	%	%
(1) Great value	12.5	54.2
(2) Some value	56.3	41.7
(3) No value	31.3	4.2
(4) Don't know	0.0	0.0
8. What value do you think the Community Profile approach has in dealing with non-criminal problems in patrol work, e.g., juvenile truancy, loitering, family disturbances, nuisance abatement, etc.?	(15)	(24)
	%	%
(1) Great value	26.7	91.7
(2) Some value	53.3	4.2
(3) No value	20.0	4.2
(4) Don't know	0.0	0.0

PART III. PERCENTAGE RESPONSE TO QUESTIONS ON PROJECT IMPACT (Cont'd)

QUESTIONS	CONTROL	EXPERIMENTAL
What value do you think the Community Profile approach has in dealing with traffic related problems in patrol work, e.g., traffic flow, traffic accidents, moving violations, parking violations, etc.	(15)	(23)
	%	%
(1) Great value	0.0	43.5
(2) Some value	20.0	47.8
(3) No value	80.0	8.7
(4) Don't know	0.0	0.0
What value do you think the community Profile approach has for dealing with police-community relations in patrol work, e.g., public education, citizen support, etc.?	(18)	(23)
	%	%
(1) Great value	27.8	78.3
(2) Some value	61.1	21.7
(3) No value	11.1	0.0
(4) Don't know	0.0	0.0
If you think that the community Profile approach to patrol work is effective, in which of the following three areas is it most effective?	(17)	(24)
	%	%
(1) Dealing with criminal problems	10.7	23.1
(2) Dealing with non-criminal problems	32.2	40.4
(3) Dealing with police-community relations	50.0	36.5
(4) None of the above	7.1	0.0

PART III. PERCENTAGE RESPONSE TO QUESTIONS ON PROJECT IMPACT (Cont'd)

QUESTIONS	CONTROL	EXPERIMENTAL
12. If you were to invest money in an effort to improve police services to San Diego residents, would you consider the Community Profile approach to patrol work.....	(22)	(24)
(1) A very poor investment	13.6 [%]	4.2 [%]
(2) A fairly poor investment	9.1	0.0
(3) An average investment	45.5	4.2
(4) A fairly good investment	27.3	25.0
(5) A very good investment	4.5	66.7

PART IV. PERCENTAGE RESPONSE TO QUESTIONS ON COMMUNITY INVOLVEMENT

QUESTIONS	CONTROL	EXPERIMENTAL
1. Amount of Off Duty Social Contact with Beat Residents (percentages)		
● I have very frequent social contacts	8.3	8.3
● I have occasional social contacts	16.7	33.3
● I rarely have social contacts	75.0	58.3
2. First Name Contact with Members of the Community		
● None	8.3	0.0
● One to Four	4.2	4.2
● Five to Nine	16.7	0.0
● 10 - 19	29.2	20.8
● 20 - 29	12.5	12.5
● 30 - 49	12.5	12.5
● 50 - 99	8.3	25.0
● 100 - 199	0.0	20.8
● 200 or More	8.3	4.2
3. Communicated by Letter or Talked with a Community Leader in Your Beat (percentages)		
● No	66.7	12.5
● Yes, a Few Times	29.2	41.7
● Yes, Lots of Times	4.2	45.8
4. Close Friends, Other than Policemen, in Your Patrol Area (percentages)		
● None	33.3	25.0
● One to Two	20.8	8.3
● Three to Four	12.5	12.5
● Five to Six	12.5	16.7
● Seven to Eight	8.3	20.8
● Nine to Ten	4.2	0.0
● 11 or More	8.3	16.7

APPENDIX C: Daily Report Supplement

BADGE # _____

UNIT ASSIGNMENT _____

WATCH ASSIGNMENT _____

DATE _____
Month Day Year

MY WORK TODAY WAS MOSTLY:

- A. (1) ☐ Boring (Check one)
(2) ☐ Interesting

- B. (1) ☐ Satisfying
(2) ☐ Frustrating

- C. (1) ☐ Slow
(2) ☐ Busy

D. MY WORK TODAY: (Check one)

- (1) ☐ Improved community relations
(2) ☐ Probably had no effect on community relations
(3) ☐ May have hindered community relations

E. MY WORK TODAY COULD BE DESCRIBED PRIMARILY AS:

From the following list, identify the activity you spent the most time on today by entering the activity numbers below:

- (1) Furthering crime deterrence
(2) Meeting community needs
(3) Apprehending criminals
(4) Helping people solve their problems
(5) Killing time

☐

Most Time

☐

Second Most Time

F. THE CITIZENS THAT I CONTACTED TODAY WERE: (Check one)

- (1) ☐ Mostly cooperative
(2) ☐ Somewhat cooperative
(3) ☐ Somewhat uncooperative
(4) ☐ Mostly uncooperative

G. THE BIGGEST PROBLEM IN DOING MY JOB TODAY WAS:

From the following list, identify the two (2) most important problems by entering the item numbers below:

- (1) Inadequate patrol manpower
(2) Lack of support by the community
(3) Inadequate training
(4) Inadequate information
(5) Inadequate equipment
(6) Too little time
(7) Too much paperwork
(8) Physical danger
(9) Not enough freedom of judgement
(10) Being pleasant to citizens
(11) Helping people solve their problems
(12) Other: _____

☐

Most Important

☐

Second Most Important

H. I COULD HAVE MORE EFFECTIVELY SPENT MY TIME TODAY IN:

(Check one)

- (1) ☐ Preventive patrol
(2) ☐ Suspect surveillance
(3) ☐ Community relations
(4) ☐ Study and training

I. FOR THE PROBLEMS ARISING TODAY, MY KNOWLEDGE OF THE COMMUNITY WAS:

(Check one)

- (1) ☐ Very adequate
(2) ☐ Mostly adequate
(3) ☐ Somewhat inadequate
(4) ☐ Inadequate

USE THE REVERSE SIDE OF THE SHEET FOR ANY COMMENTS
YOU WISH TO MAKE REGARDING YOUR RESPONSE.

APPENDIX D: Daily Report Supplement Group Responses

DAILY REPORT SUPPLEMENTS GROUP RESPONSES

COMPARISON BY PERIOD*

(Percentages)

1. *My Work Today Was Mostly:*

Responses	Period 1		Period 2		Period 3		Combined Averages	
	Exp.	Ctrl.	Exp.	Ctrl.	Exp.	Ctrl.	Exp.	Ctrl.
Boring	22.5	36.5	27.5	37.8	17.9	36.3	22.5	36.8
Interesting	60.3	58.5	61.4	59.6	58.0	61.5	60.0	59.7
No Response	17.2	5.0	11.1	2.6	24.1	2.2	17.5	3.5

Responses	Period 1		Period 2		Period 3		Combined Averages	
	Exp.	Ctrl.	Exp.	Ctrl.	Exp.	Ctrl.	Exp.	Ctrl.
Satisfying	51.0	49.7	54.2	53.2	56.3	57.1	53.7	53.4
Frustrating	30.5	47.2	29.4	38.5	17.9	34.1	25.8	39.8
No Response	18.5	3.1	16.3	8.3	25.9	8.8	20.5	6.8

Responses	Period 1		Period 2		Period 3		Combined Averages	
	Exp.	Ctrl.	Exp.	Ctrl.	Exp.	Ctrl.	Exp.	Ctrl.
Slow	45.0	52.8	45.8	50.0	49.1	45.0	46.6	49.3
Busy	35.8	44.0	45.1	44.9	34.8	46.2	38.6	45.0
No Response	19.2	3.2	9.1	5.1	16.1	8.8	14.8	5.7

*Number of returned supplements by Period were:

Period 1 (12/73) Experimental 151 Control 159
 Period 2 (3/74) Experimental 153 Control 156
 Period 3 (7/74) Experimental 91 Control 112

DAILY REPORT SUPPLEMENTS GROUP RESPONSES - (cont'd.)

COMPARISON BY PERIOD

(Percentages)

2. *My Work Today:*

Responses	Period 1		Period 2		Period 3		Combined Averages	
	Exp.	Ctrl.	Exp.	Ctrl.	Exp.	Ctrl.	Exp.	Ctrl.
Improved Community Relations	55.0	41.5	49.7	50.6	58.9	42.9	54.5	45.0
Probably Had No Effect on CR	36.4	49.7	45.8	43.6	37.5	45.0	39.9	46.1
May Have Hindered CR	2.0	5.7	4.5	5.1	2.7	11.0	3.0	7.2
No Response	6.6	3.1	0.0	0.6	0.9	1.1	2.5	1.6

3. *My Work Today Could Be Described Primarily As:*

Responses	Period 1		Period 2		Period 3		Combined Averages	
	Exp.	Ctrl.	Exp.	Ctrl.	Exp.	Ctrl.	Exp.	Ctrl.
Furthering Crime Deterrence	21.9	25.2	26.8	26.6	30.8	26.4	26.5	26.1
Meeting Community Need	31.4	27.0	34.6	32.1	33.9	34.0	33.3	31.0
Helping People Solve Their Problems	21.9	18.6	7.8	9.0	5.4	11.0	11.7	12.9
Apprehending Criminals	7.3	10.4	19.0	17.0	18.3	18.7	14.9	15.4
Killing Time	12.3	15.7	8.5	9.6	8.9	8.8	9.9	11.4
No Response	5.2	3.1	3.3	5.7	2.7	1.1	3.7	3.3

4. *The Citizens That I Contacted Today Were:*

Responses	Period 1		Period 2		Period 3		Combined Averages	
	Exp.	Ctrl.	Exp.	Ctrl.	Exp.	Ctrl.	Exp.	Ctrl.
Mostly Cooperative	78.2	52.2	86.9	60.9	87.5	56.0	84.2	56.4
Somewhat Cooperative	12.6	32.7	6.5	26.9	9.8	26.4	9.6	28.7
Somewhat Uncooperative	6.6	8.8	3.3	7.1	0.9	11.0	3.6	9.0
Mostly Uncooperative	2.6	5.7	3.3	3.2	0.9	6.6	2.3	5.2
No Response	0.0	0.6	0.0	1.9	0.9	0.0	0.3	0.8

COMPARISON BY PERIOD

(Percentages)

5. *The Biggest Problem In Doing My Job Today Was:*

Responses	Period 1		Period 2		Period 3		Combined Averages	
	Exp.	Ctrl.	Exp.	Ctrl.	Exp.	Ctrl.	Exp.	Ctrl.
Inadequate Patrol Manpower	*	*	31.7	35.3	31.7	36.8	22.0	25.1
Lack of Support by the Community	2.8	4.1	3.6	5.1	2.7	2.8	3.0	4.0
Inadequate Training	3.2	0.6	0.3	3.5	2.7	1.1	2.1	1.7
Inadequate Information	9.5	15.0	3.9	2.9	3.6	3.3	5.7	7.1
Inadequate Equipment	13.7	20.9	17.6	23.4	15.2	15.4	15.5	19.9
Too Little Time	13.7	9.7	7.2	6.4	5.8	11.6	8.9	9.2
Too Much Paperwork	4.9	10.0	4.9	8.0	7.6	21.4	5.8	13.1
Physical Danger	0.7	0.9	0.0	0.6	0.9	1.1	0.5	0.9
Not Enough Freedom of Judgement	2.5	4.1	2.3	3.9	2.7	1.6	2.5	3.2
Being Pleasant To Citizens	3.9	3.8	1.3	1.6	1.8	1.6	2.3	2.3
Helping People Solve Their Problems	8.1	5.9	4.6	1.9	3.1	1.6	5.3	3.1
Other: _____	10.6	8.8	9.8	1.6	4.9	1.1	8.4	3.8
No Response	23.9	13.1	12.8	5.8	21.9	0.5	19.5	6.5

* Not specified in Period 1. Supplement Survey.

6. *I Could Have More Effectively Spent My Time Today In:*

Responses	Period 1		Period 2		Period 3		Combined Averages	
	Exp.	Ctrl.	Exp.	Ctrl.	Exp.	Ctrl.	Exp.	Ctrl.
Preventive Patrol	15.9	42.8	17.0	43.6	14.3	38.5	15.7	41.6
Suspect Surveillance	9.9	16.3	8.5	25.6	3.6	30.7	7.3	24.2
Community Relations	39.7	10.1	17.6	9.0	20.5	16.5	25.9	11.9
Study and Training	31.1	21.4	47.7	20.5	48.2	9.9	42.3	17.3
No Response	3.3	9.4	9.2	1.3	13.4	4.4	8.6	5.0

7. *For The Problems Arising Today, My Knowledge Of The Community Was:*

Responses	Period 1		Period 2		Period 3		Combined Averages	
	Exp.	Ctrl.	Exp.	Ctrl.	Exp.	Ctrl.	Exp.	Ctrl.
Very Adequate	49.0	59.7	65.4	53.8	79.5	69.2	64.6	60.9
Mostly Adequate	44.4	33.3	31.4	43.0	18.7	25.3	31.5	33.9
Somewhat Inadequate	3.3	3.8	2.6	2.0	0.9	3.3	2.2	3.0
Inadequate	0.0	1.3	0.6	0.6	0.9	2.2	0.5	1.4
No Response	3.3	1.9	0.0	0.6	0.0	0.0	1.1	0.8

DAILY REPORT SUPPLEMENTS GROUP RESPONSES - (cont'd.)

COMPARISON BY PERIOD

RANK ORDER OF RESPONSES TO
"Describing Daily Activity"

Responses	Period 1		Period 2		Period 3		Combined Ranks	
	Exp.	Ctrl.	Exp.	Ctrl.	Exp.	Ctrl.	Exp.	Ctrl.
Furthering Crime								
Deterrence	2	2	2	2	2	2	2	2
Meeting Community Need	1	1	1	1	1	1	1	1
Helping People Solve Their Problems	2	3	5	5	5	4	4	4
Apprehending Criminals	4	5	3	3	3	3	3	3
Killing Time	3	4	4	4	4	5	5	5

RANK ORDER OF RESPONSES TO
"Problems In Doing Job"

Responses	Period 1		Period 2		Period 3		Combined Ranks	
	Exp.	Ctrl.	Exp.	Ctrl.	Exp.	Ctrl.	Exp.	Ctrl.
Inadequate Patrol Manpower*	-	-	1	1	1	1	1	1
Lack of Support by the Community	8	7	8	5	8	6	8	6
Inadequate Training	7	10	11	7	8	8	11	11
Inadequate Information	3	2	7	8	6	5	5	5
Inadequate Equipment	1	1	2	2	2	3	2	2
Too Little Time	1	4	4	4	4	4	3	4
Too Much Paperwork	5	3	5	3	3	2	6	3
Physical Danger	10	9	12	11	10	8	12	12
Not Enough Freedom of Judgement	9	7	9	6	8	7	9	8
Being Pleasant To Citizens	6	8	10	10	9	7	10	10
Helping People Solve Their Problems	4	6	6	9	7	7	7	9
Other: _____	2	5	3	10	5	8	4	7

* Not specified in Period 1. Supplement Survey, Data was based on write-in responses under "Other."

(Tied rankings are shown.)

APPENDIX E: Categories of Citizen Complaint Dispositions

EXPLANATION OF DISPOSITION
OF CITIZEN COMPLAINTS
AGAINST POLICE PERSONNEL

SUSTAINED: A complaint is Sustained when the evidence indicates the accused employee has committed all or part of the alleged acts of misconduct.

NOT SUSTAINED: A complaint is marked Not Sustained when the investigation discloses insufficient evidence to prove or disprove clearly the allegations made.

EXONERATED: A complaint is marked Exonerated when the investigation indicates the act occurred, but that it was justified, legal and proper.

UNFOUNDED: A complaint is marked Unfounded when the investigation indicates the acts complained of did not occur.

MISCONDUCT NOTED: A complaint is classified "MN" when it is determined that acts of misconduct other than those alleged in the complaint were committed by the concerned employee. This classification is used only when the original complaint is Not Sustained, Exonerated or Unfounded.

Of special note is the disposition termed "City Attorney". This is used for those claims ranging from false arrest suits to claims of illegally impounded vehicles filed with the City Attorney which result in a request to the PD for officers' reports concerning the incident. Since disposition for all complaints must be indicated, and as disposition of those City Attorney claims are unknown pending litigation, they are simply indicated "City Attorney" disposition.